S. HRG. 101-997

NATIONAL RECREATIONAL TRAILS FUND ACT OF 1990

HEARING

BEFORE THE

SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION, AND INFRASTRUCTURE

OF THE

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

ON

S. 2150

A BILL TO SET ASIDE A FAIR PROPORTION OF THE HIGHWAY TRUST FUND MONEYS FOR USE IN CONSTRUCTING AND MAINTAINING OFF HIGHWAY RECREATIONAL TRAILS

AUGUST 22, 1990—IDAHO FALLS, IDAHO

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NATIONAL RECREATIONAL TRAILS FUND ACT OF 1990

WEDNESDAY, AUGUST 22, 1990

U.S. SENATE,
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,
SUBCOMMITTEE ON WATER RESOURCES,
TRANSPORTATION, AND INFRASTRUCTURE,
Idaho Falls, Idaho.

The subcommittee met, pursuant to notice, at 9:12 a.m., in Council Chambers, City Electrical Building, 140 South Capitol Avenue, Idaho Falls, Idaho, Hon. Steve Symms (acting chairman of the subcommittee) presiding.

Present: Senator Symms.

OPENING STATEMENT OF HON. STEVE SYMMS, U.S. SENATOR FROM THE STATE OF IDAHO

Senator SYMMS. Good morning, ladies and gentlemen. The Subcommittee on Transportation, Water Resources, and Infrastructure will now be called to order.

First of all, I'd like to thank the Mayor of the City of Idaho Falls and the City Council for the use of these chambers in order to hold the hearing this morning.

I have a very brief statement that I would like to make first, then we'll lay out the procedure we're going to follow this morning and hopefully we'll be able to hear from all the witnesses and any other interested people from the public if they so desire. If we have time we'll try to accommodate everyone.

I might say at the beginning that the written statements will be included in the record in full, and we would appreciate it if witnesses tried to hold their oral presentation to five minutes. The record will then be kept open at least until the rest of the month so that any other interested parties that have comments, constructive criticism, or suggestions to this bill can submit them for the record. We on the committee would welcome it.

The Senate Environment and Public Works Committee, Subcommittee on Water Resources, Transportation, and Infrastructure, is now convened in Idaho Falls on this 22nd of August for the purpose of holding a hearing on S. 2150, the National Recreation Trails Fund Act. Let me begin by thanking, for the record, Senator Pat Moynihan, chairman of the subcommittee, for consenting to this hearing. While the chairman is not able to be present for the hearing, his staff is in attendance and will undoubtedly make a full report to Chairman Moynihan of the proceedings.

Last September the Government Accounting Office reported that the Nation's recreational trail system is in serious disrepair. In National Forests alone, nearly 59,000 miles of trails desperately need upgrading and reconstruction. For comparison sake, 59,000 miles of trail would be equivalent to a trail stretching from one side of the mainland of the United States to the other and back again 10 times. The GAO report also pointed out the harm that such neglect does to both recreational opportunities and the environment, making trails unusable and dangerous and causing significant resource damage. GAO's explanation for this failure was, "Funding has fluctuated from year to year, and been consistently less than that needed to keep trails in good condition."

The National Recreational Trails Fund Act is an attempt to correct the problem. It is patterned after the Motorboat Safety Fund, a special designated fund into which the fuel use taxes paid on marine fuels are collected and then dispersed for use in promoting greater boat safety. Similarly, the National Recreational Trails Fund Act allocates the fuel use taxes paid on fuels for off highway and back country recreation to a special account reserved solely for the use of recreational trails. Of course the majority of this money will have been paid into this fund by motorized recreation. The bill, however, is currently drafted so as to benefit all forms of recreational trail use.

It is my hope in this hearing to find out whether GAO's identified need for further investment in our recreational trails is valid, what the benefits of a stable funding mechanism might be, and whether or not S. 2150 provides an adequate starting point for providing such funding.

I might just say at the outset that as one who has the interests at heart of the Highway Users Federation, I share the concern of taking money out of the trust fund to divide it up for any other purpose, but I think this bill very carefully speaks to that so that we will not be setting a pattern or a precedent. We are only taking monies that people could in fact legally, but they do not, file and get refunds for and it would be monies that if they did that would not be available for actual highway and bridge construction use.

The orderly presentation of testimony will require some cooperation from all of the witnesses. The witnesses will be called to the desk panel by panel and it will be appreciated if the witnesses could move quickly when the panel is called. Each witness should begin any comments, for the benefit of our court reporter, by stating his or her name, it makes it simpler for the hearing reporter.

Each witness has been allotted five minutes for oral presentation and I would like to offer the witnesses the chance to submit more detailed remarks for the written record. We will keep the hearing record open, as I have already stated, for two weeks following today's hearing for that purpose.

Because of the time constraints and the many witnesses who desire to testify—many have travelled some distance for the opportunity—it will be necessary to keep each presentation within reasonable limits. The staff will display an orange card when one minute is left to conclude the testimony. When the red card is displayed, try to summarize and terminate the testimony.

Having said that, we have four panels that we will hear from this morning. The first witness was to be the Honorable Larry Craig, who is the prime sponsor of this bill in the House. He was unable to be here this morning because of another commitment, but he will be represented by his staff assistant, Dave Radford.

Dave, we appreciate you being here today to present the statement of Congressman Craig. We're sorry that he could not be here personally, but we look forward to hearing the statement you're here to present in his stead.

STATEMENT OF HON. LARRY E. CRAIG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IDAHO, PRESENTED BY DAVE RADFORD, STAFF ASSISTANT

Mr. RADFORD. Thank you, Senator Symms. On behalf of Congressman Craig, we apologize on some previous commitments. I'll just go ahead with his testimony. Let me say, welcome to Idaho Falls.

Senator Symms, subcommittee members, thank you for inviting me to testify on behalf of S. 2150, the National Recreational Trails Fund Act of 1990. I'm sorry I could not be with you in person today, but ask that you please include this written testimony in the official hearing record.

Let me first take this opportunity to thank you, Senator Symms, for your continued leadership in this matter and for bringing this hearing to Idaho Falls, Idaho. As the ranking Republican and former chairman of the subcommittee, your involvement has been instrumental in promoting the construction and maintenance of safe and reliable recreational trails.

In February, 1990, I introduced H.R. 4040, the House companion to S. 2150. Since that time, our legislation has received endorsements from several multiple use and recreational trail user groups. In the House of Representatives, 11 members of Congress have agreed to cosponsor H.R. 4040. In addition, the leadership of the House Public Works and Transportation Committee, on which I serve, has indicated its willingness to consider our proposal during the Surface Transportation Act reauthorization process.

Needless to say, this is an important recreation initiative. More and more Americans are turning to outdoor pursuits, including the use of recreational trails. These trails are used for a variety of activities—hiking, horseback riding, cross country skiing, snowmobiling, all terrain vehicle riding, mountain bicycling, four wheel driving—the list goes on and on.

Unfortunately, over half of America's established trails have fallen into disrepair, causing environmental and safety hazards. If we are to protect our natural heritage and enhance recreational outdoor activities in the years ahead, we must take care of the land.

That is why Senator Symms and I introduced our legislation. The measure would channel the fuel tax already being collected from users of recreational off highway vehicles to protect and enhance our Nation's recreational trail system. The bill follows a user fee approach, funding trails and trail maintenance through the contributions of those who use them most, without raising taxes.

In addition, the bill calls for State and local participation, with funds being allocated to qualified States through a grant program. Finally, it would establish a National Recreational Trails Advisory Committee. All of these provisions would go a long way to help solve the problems we have with our recreational trails today.

I urge you to give this bill serious consideration and look forward to working with you to gain its eventual approval. Once again, thank you for inviting me to testify today.

Senator SYMMS. Thank you very much, Dave. We appreciate the testimony.

Now we will hear from our first panel. The first panel consists of Mr. Stan Tixier, Regional Forester, Intermountain Region, U.S. Forest Service; Jim Poulsen, Director of the Idaho Department of Parks and Recreation; Del Vail, Bureau of Land Management; and Kermit Kiebert, Director of the Idaho Department of Transportation.

Stan, I guess we'll start off with you. Those folks that are going to testify, if you have your prepared testimony with you, you can give one copy of it to Dixie Richardson, if there's anybody out there that has testimony that hasn't turned it in that are going to be testifying.

Stan, welcome to the committee this morning and welcome to Idaho Falls. We look forward to hearing from you.

STATEMENT OF STAN TIXIER, REGIONAL FORESTER, INTERMOUNTAIN REGION, U.S. FOREST SERVICE

Mr. TIXIER. Thank you, Senator. It's a pleasure to be here and we appreciate the opportunity to be heard from on this important subject. You have my written testimony, so I won't use that.

As you know, the Administration has taken no official position on this bill, so I will not be in a position to endorse or otherwise but will try to give you my ideas regarding the importance of trails to the National Forest System. The Forest Service is probably the largest trail agency in the Government. The National Forest System has so many trails that are so important for a variety of uses, mostly recreational uses. As the previous testimony listed, this includes hikers, backpackers, horsebackers, mountain bikers, motorbikes, ATVs, snowmobiles, cross country skiing, plus administrative access.

In other words, trails are just important for access to the National Forest System. And they're important especially as it provides for dispersed recreational use of this undeveloped part of this public land. There are 108,000 miles of National Forest System trails that provide this important access. There are 30 million recreation visitor days on the trails in the National Forest System. That's about 12 percent of the total recreational use of the National Forest.

Our Resources Planning Act Program projects this growth to increase 25 percent by the year 2000. A large share of that—nearly a third of that—would be in wilderness. Senator, 30 percent, or 32,000 miles of these trails, out of the 108,000 mile total, is open to motorized use. In Idaho, it's 45 percent of our trails that are open to motorized use. That would be a larger figure but a good part of the trails, as you know, are in wilderness.

One of the important things that we consider in trying to maintain and care for these trails are the partnerships that we have with the various trail users, organized clubs, various counties, other Federal agencies, State agencies, and so forth for construction, maintenance, and signing of these trails.

In Idaho it's especially important that the State Recreation Fund provides snowmobile grooming. The counties are an important part of that as well. We just wouldn't be able to get that important aspect of the recreation user's pleasure accommodated without this State fund and the cooperation of the States and the counties in that respect. The State collects a registration fee for maintenance and improvement. Idaho is a leader in that particular activity.

I want to mention briefly that in Utah we just dedicated a new all terrain vehicle trail called the "Paiute Trail". It involves the Fish Lake National Forest, Bureau of Land Management lands, State, county, and local governments who are all part of the partnership in addition to trail clubs. This is a 200 mile trail for ATVs with interior loops and ways to get into town to the restaurants and accommodations. It's a wonderful network and is becoming a

regional drawing card. I see no reason why every National Forest in our region couldn't have a similar type of set up with the proper funding and the proper partnership arrangements.

You mentioned the GAO report and that is a concern to us and the fact that there is a backlog of maintenance and reconstruction needed—about $195 million backlog. This is because of heavy use and just lack of maintenance because we didn't have the funding to do that. The National Forest System trails use is expected to increase, as I mentioned. Our funding has increased from about $20 million that we spent nationwide on trail construction and maintenance in fiscal year 1987 to nearly double that amount, $37 million, in fiscal year 1989. So that outlook has improved. Still, it's quite inadequate, as you know.

Again, our partners are important. The Adopt a Trail Program and things like this just help stretch Federal dollars in order to meet our commitment. One other example I want to mention is that here on the Targhee National Forest. We have the Big Springs Interpretive Trail, which includes access for physically challenged individuals, which is also very important in the Trail Program. We also have the Great Western Trail which would stretch from Canada to Mexico through Idaho, Utah, and Arizona. We're going to be dedicating a portion of that just this weekend in Utah. We're hopeful that that will be a major component of the National Trail System.

So, again, I appreciate the chance to be with you today and testify because trails are an extremely important aspect of the management of the National Forests.

I'd be happy to answer any questions you may have.

Senator SYMMS. Thank you very much. I will try to withhold the questions until we hear from everyone. I think it will make it simpler.

Del, go ahead.

STATEMENT OF DELMAR VAIL, IDAHO STATE DIRECTOR, BUREAU OF LAND MANAGEMENT

Mr. VAIL. Thank you, Senator. I am Del Vail, State Director for the Bureau of Land Management. I too am pleased to be here to provide some summary background data for this hearing. I am in the same situation that Stan Tixier is in who is representing the Forest Service. The Administration has not taken a position on this bill, so all I can offer this morning is some background information and perhaps answer some questions that you have.

The Bureau of Land Management administers portions of four nationwide components of the National Trail System—Lewis and Clark, Continental Divide, Nez Perce, and Oregon Trail. In addition, there are a lot of local recreation trails that we're participating in or that are on Bureau of Land Management land.

All of these trails provide for a variety of uses including all of those listed by Stan. We have pedestrian, horseback, bicycles, mountain bikes, cross country skiing—the whole myriad. The partnership, as Stan expressed—I want to emphasize also—the partnership that we have with the State, counties, and with local clubs on maintenance of some of these trails, the grooming of the snowmo-

bile trails—if that partnership didn't exist, the trail situation, specifically in Idaho, would be in more of a disastrous situation than we are as far as maintenance is concerned.

But many of the trails are undeveloped. Even though we offer these various uses, with undeveloped trails and under-maintained trails, it's still a situation that I'm not too proud of.

Traditionally, Bureau of Land Management has filled a role in the recreation area as a provider of undeveloped and primitive camping and hiking opportunities. However, budget allocation restraints and other priorities within the recreation site maintenance program have left many of our developed areas instead at different levels of development. Although this is changing as we move toward implementing our long term strategy plans in "Recreation 2000, the Unlimited Outdoor Adventure", in many instances the surfaces of our trails need rebuilding and vegetation removed to make them usable again.

I appreciate this opportunity to highlight our involvement in the trails program and I do have in-depth background material that I am furnishing for the record.

Thank you, Senator.

Senator SYMMS. Thank you very much, Del. This in-depth information will be a part of our record. We appreciate it.

Jim Poulsen is the Director of the Idaho Department of Parks and Recreation. Welcome, Jim, to the committee this morning.

STATEMENT OF JIM POULSEN, BUREAU CHIEF, RECREATION RESOURCES BUREAU

Mr. POULSEN. Thank you, Senator Symms. I have a correction. I am the Bureau Chief of the Recreation Resources Bureau.

Senator SYMMS. We've promoted you here.

Mr. POULSEN. Thank you. [Laughter.]

Generally, the National Recreation Trail Fund bill could be a very good and much needed bill. The bill could relieve the enormous backlog of all types of trail needs nationwide and in Idaho.

The Department is concerned about the lack of maintenance and loss of trails on public lands in Idaho. It seems ironic that trail use has increased dramatically in the last 20 years but little has been done to address the needs.

Nationally, over 50,000 miles of trail have been lost from our National Forests over the past 50 years. According to research by the Department, 1,800 miles of United States Forest Service trails in Idaho were lost between 1976 and 1984. This calculates to a 20 percent loss in an eight year period. The Department is presently completing a statewide trails inventory and expects to see a continuation of this trend. The primary reason trails are being lost is the lack of maintenance. The trail deteriorates to a point where it is impossible and unsafe to travel. The trail then is removed from the inventory and map because of its potential liability.

Maintenance on trails has fallen off sharply in the last decade due to budget cuts forcing trail managers to defer maintenance. According to a 1989 Government Accounting Office study, $194 million is needed to bring United States Forest Service trails up to basic standards. Idaho's share of this is approximately $36 million.

Idaho's Payette Forest leads other forests nationwide with 2,128 miles of under-maintained trails.

Many of Idaho's trails that need work are in wilderness and other remote areas making it costly and difficult to maintain. Volunteer help on remote sections of trail is difficult to find due to access and supply problems. A 1989 GAO study stated that 70 percent of the United States forests had to turn down volunteers because of the lack of money for training and supervision.

As trails are deteriorating, trail use on public lands has increased tremendously. According to the United States Forest Service studies, use in the National Forest has more than doubled since 1970 and is likely to double again before 2025.

Idaho's 1990 State Comprehensive Outdoor Recreation Plan ranks trails as one of the State's top priorities and projects moderate to high growth statewide.

The Department sees four major benefits of improved trails.

The first is the health and fitness of the nation. Billions of dollars in health care costs can be saved by promoting an active lifestyle. The trail environment provides the challenge and setting to suit individual taste and capability. Trails indirectly affect our health by contributing to the quality of air and water. Natural trail corridors preserve trees and other resources which continuously refresh the air.

Second is the economic revitalization of our towns and cities. Trails enhance property values, attract tourists and boost local business. Just ask the City of Boise about the economic benefits of their greenbelt trail or the community of Stanley whose livelihood is tied closely to trails.

The third is education. Trails educate citizens about the importance of the natural environment via first-hand experience. Knowledge is the first step in adopting an ethic of respect for the natural environment.

Four is the quality of life. Trails unite neighborhoods and link urban suburban and rural environments. They provide safe and scenic routes from houses to schools, business centers and the country, and serve the exercise and health needs of our older populations.

Only through cooperation can we achieve a network of trails and green-ways in America. Working together, trail users and organizations, local, State, and Federal land managers, planners, and policy makers all have a responsibility in ensuring the proper planning, development and maintenance of trails. User groups such as motorized and non-motorized groups should unite to save all trails. They should work together to fight the real threat to trails. At this point in time trail users must not waste valuable energy quibbling over trail uses. Save the trail corridor first and then work to provide the proper trail use through management.

In order to fully support this bill, the Department wants to see language in the bill itself referencing funding eligibility for non-motorized trails, funding for State administration, and types of trails eligible.

The Department supports Senator Symms' interpretation of the Recreation Trails Fund Act referring to non-motorized trail eligibility. This is a quote from that interpretation: "For example, a grant

for motorcycle trail rehabilitation might include the restoration of a non-motorized trail somewhere else." The Department envisions the National Recreation Trail Fund Act of 1990 as an answer to provide for all trail user needs even if it means in some cases that separate motorized and non-motorized trails treads be developed.

The Department would also like to see the monies be distributed in a lump sum to the States with very few strings attached. The States should be free to determine funding on projects based on State advisory board comment, public input, and trail planning efforts. Ultimately a numerical trail project priority evaluation developed through public and advisory board input would rate projects for funding. The process would be very similar to the method used by the Department now to allocate Land and Water Conservation Fund development grants. Each year the evaluation would be reviewed by trail users and the State advisory board and changed to reflect current trail user needs as reflected in a statewide trail plan.

The Department envisions grants to communities for bike paths and greenbelts, grants to Federal agencies for wilderness trails and ATV trail bike trail rehabilitation, grants to State agencies for grooming cross country ski and snowmobile trails, and funding for many other trails such as mountain bike, equestrian, interpretation, and historic.

Of concern to the State is the cost to administer the program. There is no provision in the bill to receive administration money. Currently the National Park Service receives nearly $4 million of the $20 million allocated to States for administration of the Land and Water Conservation Fund Program. Many States also receive administration costs to administer the Land and Water Conservation Funds. In many States, including Idaho, current staff could not absorb a grant program of this size and expect to manage it properly. A fair percentage of administrative cost should be available to the State as they are with other Federal natural resource grant programs.

Many of our Nation's trail needs have been met in the past by the State side of the Land and Water Conservation Fund, yet Congress has neglected this proven program to where it has appropriated only $16 million per year for the last three years, while the Land and Water funds going to the Federal agencies for acquisition or private lands have increased to well over $200 million. Do we expect that the Federal agencies are going to do a better job of trail management on their newly acquired lands than they have on their current inventory? Great progress could be made on all varieties of outdoor recreation if Congress would just appropriate a fair share of Land and Water Conservation funds to the States.

We appreciate the opportunity to testify and hope that through a united effort by all we can create a lasting legacy of trails.

Thank you.

Senator SYMMS. Thank you very much, Jim.

Now we'll hear from the Director of the Idaho Department of Transportation, Kermit Kiebert. Kermit, this is twice in one week that we've had you before the committee.

Mr. KIEBERT. I don't think we're through with it yet, either. [Laughter.]

STATEMENT OF KERMIT V. KIEBERT, DIRECTOR, IDAHO DEPARTMENT OF TRANSPORTATION

Mr. KIEBERT. Thank you, Senator. I am Kermit Kiebert, Director of the Idaho Transportation Department. I am pleased to be here this morning. Although the Department is not in the trail business, I thought we should share some of our thoughts regarding the administration of Senate Bill 2150.

Our understanding of this legislation is that it will create a National Recreational Trails Trust Fund, similar to the current Motorboat Safety Fund. As the bill is written, the Secretary of the Treasury will be required to calculate the annual amount of off-highway recreational trail fuel taxes currently being paid into the Highway Trust Fund and to deposit these tax revenues into this new trust fund. Monies from this new trust will then be used to fund a national recreational trails program for the purpose of constructing and maintaining recreational trails.

In order to be eligible to receive a grant under this proposed program, Idaho would have to create a State Recreational Trails Advisory Board, impose a tax on fuel used in off highway recreational trail motors and reserve these taxes by law for use in constructing and maintaining recreational trails, and agree to use grant monies obtained for the purpose intended by the program.

The Idaho Transportation Department supports the concept behind this legislation, namely to ensure that the highway user who pays the tax should benefit when the tax money is spent. We do, however, see some problems with this bill concerning the proposed methods of collection and distribution of these tax revenues.

The tax revenues proposed for this program are derived from diesel, gasoline, and lubricating oil used in motors in vehicles and equipment used on recreational trails or off-highway terrain, including vehicles registered for highway use when used on recreational trails or off-highway terrain.

Idaho Code already provides for funding of waterways, off-highway vehicles, and recreational traffic in parks. The revenues collected for this fund equal approximately 1.5 percent of the total highway user revenues in the State. Because of the enormous inaccuracy in estimating off-road vehicle fuel use, however, Idaho has adopted an off-road use sticker registration as a reliable and equitable way to tax recreational vehicle use.

The collection of a State tax on fuel or estimation of fuel used in off-highway recreational trail motors is difficult for several reasons. A large amount of fuel, for example, is purchased in containers for this use while the user vehicle, an ATV or motorcycle, is not present at the pump. Even if the vehicle were being towed on a trailer, the dealer would still be burdened with determining how much fuel went into the recreational vehicle and how much went into the transport vehicle. Because of this, the Department believes that it would be in the best interest of Idaho if a set aside of Federal tax revenues for recreational trails were based upon vehicle registrations in recreational categories, rather than on estimation of fuel usage.

Distribution of the revenues from the Recreational Trails Trust Fund to the States after the first three years would be as follows:

50 percent to be allocated equally among eligible States; and 50 percent to be allocated among eligible States in proportion to the amount of off highway recreational trail motor fuel use during the preceding year. This method would, we believe, be both inaccurate and unfair in the distribution of these funds because of the previously mentioned problems with collection of these taxes. It would best serve Idaho if the distribution is based upon the vehicle registrations in recreational categories.

Although the make up and duties of a State Recreational Trails Advisory Board are not specified in this bill, we assume that it would be similar to those outlined for the National Committee. Representative of such diverse and sometimes conflicting interests—both on the State and national level—would, quite possibly, have a difficult time agreeing how and where the money was to be utilized. Moreover, a number of these groups—hikers, skiers, mountain bicyclers, and horseback riders—would not contribute directly to the tax revenues raised for this fund but would benefit from its use.

Further, the bill specifies that each grant proposal for these funds contain elements that benefit both motorized and non-motorized recreation. The Department's past experience with environmental requirements indicates that the non-vehicle trails would end up receiving most of the funds because it is more difficult to obtain environmental clearances for a recreational motorized vehicle trail project.

Considering the make up of the advisory boards, the inherent problem of environmental clearance for motor vehicle trails, and in the interest of equity for the recreational vehicle taxpayer, the Idaho Transportation Department recommends that the bill provide that not less than 50 percent of the trail grant funds must be spent on trails that allow motor vehicle use.

As a point of consideration, vehicle registration as a basis of tax collection and apportionment has the additional characteristic of allowing for taxation of mountain bicycles. In Idaho, the mountain bike is growing in large numbers as a trail vehicle on all trails. Including mountain bicycles in recreation vehicle registration would broaden the tax base supporting recreation trail projects.

The Idaho Transportation Department is not opposed to the creation of a trust fund for improvement of national recreational trails. We would, however, like to see the revenues and apportionment based on recreation vehicle registrations rather than fuel usage in off highway recreational trail motors. If estimated fuel consumption is retained as a basis of apportionment, the bill should require that fuel estimation be based on the number of recreational vehicle registrations.

Thank you, Mr. Chairman, Senator Symms, for the opportunity to express our views.

Senator SYMMS. Thank you very much, Mr. Kiebert. We may have had some correspondence with the people in your Department, and I have my staff working on trying to incorporate some of those suggestions. I think those are good suggestions and very constructive.

You mentioned the use of these bicycles. Stan, do you find that you have a lot more bicycles also on the National Forest trails and the Bureau of Land Management trails?

Mr. TIXIER. We're getting a lot of mountain bike use. That's right.

Senator SYMMS. Kermit, I think your point about being sure that people who are buying fuel for off road vehicles pay their fair share—the only thing I would say about that is if you fix up the other trails and you spread the people out more, it will make it better for the motorized vehicle. It's similar to somebody like myself who would come in from Northern Virginia to the District of Columbia. When I'm out in Idaho I complain about the one cent per gallon that goes to the transit system. When I'm back there, I'm always glad to have those other people riding on the train so that I can get through on the highway. There's a way somehow that you can get a benefit.

I don't know how that could be done, 50 percent might be a good way to get around that so that at least there's some protection for those people who are actually paying for it. Is that what you're saying?

Mr. KIEBERT. We were concerned about equity.

Senator SYMMS. What would you think about that recommendation—just off the top of your head—Del?

Mr. VAIL. It makes sense.

Senator SYMMS. Most of your Bureau of Land Management trails are actually already used by motorized vehicles.

Mr. VAIL. That's true.

Senator SYMMS. But in your case you'd have a great number of trails that motorized vehicles would not be allowed to use.

Mr. KIEBERT. That's true. The one thing that comes to mind that offsets this equity thing is the amount of operation that we get in voluntary maintenance from the back country horsemen and the hiking clubs and things like this. So they're paying their way indirectly.

Senator SYMMS. Jim, you made a statement, that there was a lot of volunteers turned down. Did you say 70 percent? Do you fellows both agree with that?

Here it is. "A 1989 GAO study stated that 70 percent of the United States forests had to turn down volunteers because of the lack of money for training and supervision." Is it that high?

Mr. TIXIER. I'm surprised at that figure. I wouldn't question GAO, but that's surprising.

Mr. VAIL. It's always a problem. If you're going to have volunteers, you have to have somebody out there with supplies and so on.

Senator SYMMS. The volunteers are not totally free. Is that what you're saying?

Mr. VAIL. That's correct.

Senator SYMMS. You still have certain liabilities and maintenance.

Mr. POULSEN. We work with a lot of the volunteer groups because we're specifically interested in the different types of trail activities. That's where we see that. But the information was taken from another report.

Senator SYMMS. I think that's interesting. I'm going to check that out. I think that's a point. I envisioned that this would be the money that would actually be dedicated to hiring people to run, supervise, and see that the work gets done. You mentioned about setting up administration. I guess you would have to have a little bit of administration in the State in order to handle it, but basically, I'm hoping that we would end up that dollars would be spent on actually paying people to be out there with a pick and shovel to clear the trail, and actually doing the work.

Mr. POULSEN. We would accept that. It would be minimal, but we need to have people there that would be responsible.

Mr. TIXIER. Senator——

Senator SYMMS. Let me just finish this point here.

Five percent of the grant to the States may be used for administration. Is that 5 percent enough?

Mr. POULSEN. We haven't evaluated. A lot of that would be based on the amount of money that would be available from the grant itself. If the State was receiving $2 million or $3 million, 5 percent would be completely adequate. But if it was $100,000 or something like that, then you couldn't have a person that would be responsible.

Senator SYMMS. You were trying to say something.

Mr. TIXIER. I was just going to point out—and I don't want to sound like I'm bragging, but if you're telling the truth, I guess it's not bragging—our region really has more volunteers than any other region in the National Forest System, twice the amount of any other region. We're not well funded otherwise. Many of our forests have volunteers who come in and coordinate the volunteer program. So we can get by with very little in the way of overhead and I think 5 percent sounds like a real good reasonable target.

Mr. VAIL. There may be a place where the 5 percent may not reach, so you have to use some of the fund if you have to do environmental impact statements or the analysis of cultural clearance. Now we're into hazardous material clearance. It keeps adding on. From the administrative standpoint, some of those could run well over the 5 percent, but we have other money that we put in there for that. But if you were just looking at it just for this provision, there are times when 5 percent wouldn't quite be enough.

We do the same thing as Stan. We use volunteers to coordinate the volunteers. That's the only way that we can get around because we don't have enough.

Mr. TIXIER. It stretches our money.

Senator SYMMS. In some States, State fuel taxes on recreational trail use is dedicated to trail maintenance already. How effective is this mechanism in your experiences?

Mr. POULSEN. Can I respond to that?

Senator SYMMS. Yes.

Mr. POULSEN. I believe that it's been very effective. In Idaho we have, as Mr. Kiebert indicated, approximately 1 percent of the fuel taxes in the State going to off road vehicles. Through that, in cooperation with the Federal agencies, Idaho has developed a superior system for those particular vehicles.

Senator SYMMS. Are those funds used just on State lands?

Mr. POULSEN. No. They are used mostly on Federal lands.

Senator SYMMS. Mostly on Federal lands? And that's already happening now?

Mr. POULSEN. Yes, but they are available to other types of land, too. But the majority of it is through cooperative agreements with the Forest Service and Bureau of Land Management.

Senator SYMMS. Kermit, you mentioned in your statement that in order to be eligible to receive a grant under this proposed program, Idaho would have to create a State Recreational Trails Advisory Board, impose a tax on fuel used in off highway recreational trail motors and reserve these taxes by law for use in constructing and maintaining recreational trails, and agree to use grant monies obtained for the purpose intended by the program. It's my understanding—and I will check this out to make sure that I'm correct—if you impose a tax on fuels used in off road recreational trails, then you have to reserve those taxes for constructing and maintaining trails. But it's not mandated that States do this. We're already doing it in Idaho, I understand.

Mr. POULSEN. We're doing it for motorized vehicle trails.

Senator SYMMS. What we envision doing with this is next year to incorporate this into the Highway Bill if we haven't done it separately before that. So I'd like to get all these bugs out so that it doesn't end up being a burden to you. We want it to be an asset to everybody.

Do you have any more questions, counsellor?

This is Trent Clark, for the benefit of the audience. He's right in his home country. He claims Victor, Idaho as his home, but he really came from Rexburg when he came to my office. Now he calls Victor home. We're glad to have Trent out here with us.

I don't think I have any more questions unless any of you have any other thoughts you'd like to bring out.

Mr. VAIL. I just emphasize again the partnership and cooperation. We have a national motorcycle race annually at the Bellevue. It runs on Forest Service and Bureau of Land Management State land. It's with these funds that maintenance of those trails—we're on a rotation basis so they use a different trail each year over a four year period—and with that cooperation and with those funds we're able to maintain those trails and they're environmentally acceptable. The little community of Bellevue really benefits from that.

Senator SYMMS. Good.

Mr. POULSEN. Could I make a concluding remark?

Senator SYMMS. Sure.

Mr. POULSEN. It's our understanding that the State of Idaho would qualify under the requirements of this program with its use of the State gasoline tax or the dedicated gasoline tax to the trail users. So we feel that that would be one of the areas that we—we do feel that we would have to reorganize a new Advisory Committee because the make up that's dictated in the bill would mandate that we do that. But that wouldn't be a serious problem.

Senator SYMMS. Okay. Thank you all very much.

Mr. CLARK. While the Senator has stepped out, will panel number two step forward? That would be Mr. Derrick Crandall, President of the American Recreation Coalition; Mr. Clark Collins, Executive Director of the Blue Ribbon Coalition; Mr. John Mitch-

ell, Chairman of the International Snowmobile Council; Mr. Jonathan Stoke representing the Sierra Club, Northern Rockies Chapter; and Mr. Dal Smilie of the American Motorcyclist Association.

Senator SYMMS. Those in the back of the room are having a little trouble hearing. So if you can, keep those microphones kind of close and speak right into them it makes it a little easier for everybody to hear.

Our first witness in this panel will be Mr. Derrick Crandall, President of the American Recreation Coalition.

Derrick, welcome to Idaho. I've seen you around Capitol Hill many times, but we're delighted to have you out here enjoying a little bit of the good life.

STATEMENT OF DERRICK A. CRANDALL, PRESIDENT, AMERICAN RECREATION COALITION

Mr. CRANDALL. Senator, thank you. I appreciate the opportunity to be here. It's a great place to talk about recreation and particularly recreational trails. Let me express my strong support on behalf of the American Recreation Coalition, which has members ranging from the Good Sam Club to the American Motorcyclist Association, from the United States Recreation Ski Association to ISIA, from the National Campers and Hikers Association to Huffy, Disney, KOA, and many more, for the legislation that you've introduced, S. 2150.

I'm also happy to wear a second hat today and appear as a member of the President's Commission on Americans Outdoors appointed by President Reagan in 1985 to develop a blueprint for America's growing and changing needs for outdoor recreation opportunities.

Since my written statement will be incorporated into the official record of the hearing, let me use my time to offer three observations. First, there is clearly a need for an expanded recreational trail system in America. The President's Commission found that the growth was highest in the linear recreation—hiking, bicycling, snowmobiling, cross country skiing, jogging, and other corridor oriented recreational activities. We found that growth both in the traditional activities as well as the major increases in new activities. New technologies have been applied to allow people to use recreational corridors. Together, they have resulted in real and potential social and environmental conflicts as more and more people have competed for the same recreational corridors.

We have a great legacy of public lands. We have nearly one out of every three acres of land surface in the United States managed by Federal agencies on behalf of all Americans. But the trails on those lands have been shrinking. Although we still have more than 150,000 miles of trails on Bureau of Land Management, Forest Service, and Park Service land alone, most were not designed for recreational purposes. In fact, they were designed for fire purposes, and supply of various kinds of management depots by the various Federal agencies. So there is a great need both from the standpoint of the miles as well as the quality of the trails to look at a way to upgrade our national recreational trails on public lands.

We also know that trails can be an important part of ensuring a healthy America. Getting people out on trails, getting exercise, and enjoying the countryside is important for both mental and physical health. It's also important to consider the safety as we look at people who will be using the outdoors. To have them out in a controlled environment is certainly important. And finally, it has a direct link with transportation, which of course is one of this subcommittee's major considerations. By providing trails that start close to where people live—such as the wonderful trail along the Snake River here in Idaho Falls—we allow people to begin right from their doorstep—or nearly so—and eliminate some of the other demand for surface roads.

The second point I make this morning is that the proposal for a user fund to expand trails in America is right for today's climate. First of all, we're now hearing that the deficit that you and the Congress will be grappling with when you go back to Washington in September is likely to be $250 billion or more. That deficit certainly will limit new discretionary funding through the traditional Forest Service, Park Service, and Bureau of Land Management budgets.

The proposal also reflects the feelings of the American public about funding recreation programs, as determined through the President's Commission. We found that Americans had no adversity to paying for recreation. They're willing to pay for quality and willing to pay for value. They do not expect recreation to be free. In fact, a failure to address the need for new recreation opportunities through innovative financing could squander the public land legacy that we addressed briefly before this by needlessly denying access.

There's a lot of logic to this proposal. That's my third point: the pragmatic aspect of this legislation. First, it builds on the successful model that we've been using for more than 40 years for Federal aid to boating and fishing. In 1984, it was amended to become the Wallop-Breaux Trust Fund, a very successful program that you've helped champion in Washington, D.C. Right now, as you know, 1.08 percent of all Federal motor fuel tax collection is transferred to the Wallop-Breaux Trust Fund to aid various kinds of boating and fishing from habitat enhancement for fisheries to boating safety programs and access to public waters.

There is very strong support for Wallop-Breaux. It's national and bipartisan in scope. It was mentioned in the presidential debates, one of the few times that recreation was elevated to that national policy level. It's also a spur for State action. Much like through Wallop-Breaux, your legislation would call for an earmarking of State receipts to match the Federal available funds. In the case of Wallop-Breaux, in order to qualify for Wallop-Breaux funding, a State must earmark its fishing and motorboat registration license receipts. In the same way, your legislation would require that the State earmark the parallel State fuel tax receipts.

Finally, we applaud your efforts to promote communication and cooperation among all trail interests through this bill. The creation of the national and State trail advisory bills would be terribly important. We think that statesmanship and stewardship are important. As our population in this Country grows by some 2.5 million

annually, there will be more and more people out there wanting to enjoy our Nation's recreational trails. We need to create allies among all trail interests working for a bigger pie rather than fighting simply for a larger slice of the same inadequate pie of trails we enjoy today.

I thank you very much for the chance to appear here today.

Senator SYMMS. Thank you very much, Derrick. I appreciate you being here and I appreciate your testimony.

Next, we're glad to have John Mitchell from Sheridan, Wyoming. Is that right?

Mr. MITCHELL. That's correct.

Senator SYMMS. Welcome to Idaho Falls. We look forward to your statement from the International Snowmobile Council.

STATEMENT OF JOHN MITCHELL, CHAIRMAN, INTERNATIONAL SNOWMOBILE COUNCIL

Mr. MITCHELL. Thank you, Senator.

The International Snowmobile Council welcomes the opportunity to submit testimony at this hearing concerning the National Recreational Trails Fund Act.

The International Snowmobile Council is a user group representing 35 State and provincial snowmobile associations across the snowbelt of both the United States and Canada. The number of members associated with the Council is close to 250,000 snowmobilers. The Council is entering its 17th year of representing snowmobilers on both the local and national level.

At the most recent meeting of the Council, which was held June 6 to June 9 in Vancouver, British Columbia, the members of the Council voted overwhelmingly to support the concept of the National Recreational Trails Fund Act. A copy of that resolution is attached to my written testimony.

As the number of snowmobilers increase across the snowbelt of the United States, the problems associated with increased trail use also develops. Nearly all of the States are faced with finding funding for those trail programs. The user pay system has been the most frequently used program for that funding in past years to groom the more than 115,000 miles of trail across the snowbelt.

The National Recreational Trails Fund Act has the potential to help fund both motorized and non-motorized trails for recreational purposes. A number of the trails being developed and that could be developed with the added funding could be used for cross use within the recreational community. In this day when both snowmobilers and cross country skiers are becoming more aware of the fact that the trails should be multiple use you are finding advisory boards within the States that practice this concept by not only having snowmobilers on their boards but also skiers, motorcyclists, hikers, and other outdoor enthusiasts.

Snowmobile trails are becoming longer with the concept of trail touring. The Continental Divide Snowmobile Trails is a good example of this concept with the trail having the possibility of connecting numerous States—Idaho, Montana, and Wyoming—and providing several days of riding through some of the most scenic areas within the United States. This same type of trail is also being de-

veloped in the East and the Midwest but again funding is needed to provide the type of facilities that are required to ensure a safe and memorable trip for the entire family. As the sport continues to increase, more facilities such as rest stops, better trail markings, and accurate mapping of those areas will be required.

The International Snowmobile Council urges this committee, as well as Congress, to consider and pass this very important legislation which will provide the needed additional funding within the States to adequately develop and maintain recreational trails for both motorized and non-motorized recreation. The National Recreational Trails Fund Act continues the concept of user pay but most importantly provides funding in an area that benefits all outdoor enthusiasts.

Thank you, Senator.

[The resolution referred to follows:]

RESOLUTION ON NATIONAL RECREATIONAL TRAILS FUND ACT OF 1990
S. 2150 & H.R. 4040

Passed by International Snowmobile Council, June 9, 1990
Vancouver, British Columbia

Whereas the Highway Trust Fund has been funded by a Federal fuel use tax on gasoline, thus establishing a direct relationship between the use of Federal highways and payments into the Fund; and

Whereas the construction and maintenance of recreational trails used by off-highway recreation vehicles receives no priority in the budgetary process of the Highway Trust Fund; and

Whereas it is both equitable and prudent, for safety, environmental protection, land recreation resource reasons, to ensure availability of funds to maintain and improve recreational trails by reserving for those purposes a portion of Federal fuel use taxes imposed on motor fuel used in off-highway recreational trail motors;

Now, therefore, be it resolved that the International Snowmobile Council hereby endorses the concept contained in S. 2150, "The National Recreational Trails Fund Act of 1990," and its counterpart, H.R. 4040.

Further, the International Snowmobile Council applauds the leadership of Senator Steve Symms and Representative Larry Craig who introduced this legislation in the U.S. Senate and U.S. House of Representatives.

Still Further, the International Snowmobile Council urges the expeditious scheduling of hearings on this legislation so that all recreational trail interests have the opportunity to express their views on this legislation.

Senator SYMMS. Thank you. I note that attached to your statement is a resolution that was passed in Vancouver in support of this legislation by the International Snowmobile Council.

Mr. MITCHELL. I can read that for you.

Senator SYMMS. You don't have to read it, but it will be put into the record. It's a resolution in support of this bill. Is that correct?

Mr. MITCHELL. That is correct.

Senator SYMMS. I just want to ask you one question. How many snowmobiles are there in the United States? You say that you have 250,000 members of the Council, but how many snowmobiles are there? Do you have those numbers?

Mr. MITCHELL. The figures that are being used is that there are approximately 2 million snowmobiles in the snowbelt States. The number of snowmobilers is approximately 10 million with the family usage and that type of thing.

Senator SYMMS. But there's actually 2 million vehicles?

Mr. MITCHELL. That's the latest figures available.

Senator SYMMS. Okay.

Mr. Smilie, we welcome you here. You come from Ohio, is that correct?

Mr. SMILIE. Not exactly. I'm from Helena, Montana.

Senator SYMMS. You're from Helena, Montana?

Mr. SMILIE. That's right. For the record, my name is Dal Smilie. I'm representing the American Motorcyclist Association. I'm a volunteer leader in that organization, Vice Chairman, and I'm from Helena.

Senator SYMMS. I want to ask you a question first, since we're on the subject. How many motorcycles are there in the United States?

Mr. SMILIE. On the road and off road, we figure that there are over seven million. Of these, almost four million are used off-highway at some time or another during the year.

Senator SYMMS. Okay. Thank you. Go ahead with your statement. I'm sorry to interrupt you.

STATEMENT OF DAL SMILIE, VICE CHAIRMAN, AMERICAN MOTORCYCLIST ASSOCIATION

Mr. SMILIE. We have right now 187,000 members and we've been growing about 10 percent a year recently.

Our members own and enjoy the use of trail bikes and other ATVs. We've learned the necessity recently in the last several years to take a responsibility for our form of recreation. Beginning in 1971 with the publication of "A Trail Rider's Guide to the Environment", we have supported research into the construction and maintenance of ecologically responsible trails and backed workshops teaching State and Federal land managers how to manage their off highway vehicle recreation. We've constantly worked to teach our members to act responsibly on those trails.

AMA members account for a large proportion of those who volunteer their time to assist our public lands. Our cooperative agreement with the Forest Service—the Volunteer Trail Rider Program—accounts for thousands of worker days annually. That program has won two State awards for service. Two weeks ago, our national headquarters in Ohio received a certificate of recognition,

signed by the First Lady, notifying us that the administration of the program has won us a semi-finalist position in the national Take Pride in America competition. One of our Alabama clubs received a finalist award in the competition for their work in the Talledegaga National Forest. Last April, the 20th anniversary of Earth Day, while many others contented themselves with passively listening or talking about some vague sort of action, we instituted a program where we had thousands of our members and others out in the field working to beautify our parks, replenish our forests, and renew our riparian areas.

We are serious about our recreation. We want it to continue, and we demand that we be able to do so in a responsible manner. That is why we support this bill.

The Highway Trust Fund has been called a model of the perfect user fee. With it, we have grown to enjoy a highway network second to none in the world, all paid for by the users. The Trust is generally fair and even handed. It would be larger if all fuel buyers paid into it, but of course they don't because they don't use the highway. It wouldn't be fair.

At the same time, the recreational trails on our Nation's public lands are in trouble. The trails that are available do not meet the demands placed on them. Many of them are well overdue for maintenance. I might say that a lot of the conflict between various types of trail users are because of lack of maintenance. Some of the closure, be it either official, administrative, or de facto, are because of lack of maintenance.

Users of every type lament the condition of the trails today. As a nation, we have historically placed one foot in the future, and keep our progeny's interest at heart. When our trails fall apart or are not available, the people drawn to them either can't come anymore, or they by themselves degrade the land's value because of the lack of maintenance. And that's not fair.

A growing number of States across the country have programs similar to the Trust Fund in place. Taxes and other fees are used to fix those trails. We have a new program in Montana. One of the people instrumental behind that bill, Ms. Linda Ellison, is in the audience today. The resulting systems are becoming some of the finest source of recreation for all users. This bill would reimpose the fairness that off highway vehicle enthusiasts deserve. It would help protect our resources from unnecessary damage, and it will provide responsible outlets for a very popular type of recreation.

We strongly support S. 2150. We pledge our cooperation as the bill makes its way through the system and will offer any availability and assistance that you might believe is appropriate.

Thank you.

Senator SYMMS. Thank you very much for your statement.

Now we'll hear from Mr. Clark Collins who is the Executive Director of the Blue Ribbon Coalition. Clark, welcome to the committee.

Mr. COLLINS. Thank you, Senator Symms, for the opportunity to testify.

Senator SYMMS. I might say that Clark has been very helpful in our formation of this legislation.

Mr. COLLINS. Thank you, Senator, for the opportunity.

STATEMENT OF CLARK L. COLLINS, EXECUTIVE DIRECTOR, BLUE RIBBON COALITION

Mr. COLLINS. I guess I don't need to read my name again. [Laughter.]

The Blue Ribbon Coalition represents more than 150 member organizations nationwide. The majority of those organizations are recreationally oriented and include off highway motorcycle and ATV users, snowmobile enthusiasts, four wheel drive recreationists, and other sportsman's groups. The resource industry groups that belong to the Coalition are also interested in protecting and improving our recreational resources. Workers in those industries are often recreational trail users.

We are keenly aware of the backlog of trail maintenance in our Nation. A study completed in 1989 by the American Hiking Society concluded that trail related recreation on our National Forest lands alone accounted for 12 percent of the total, or 30 million recreation visitor days. Approximately one third of that use is motorized recreation on shared use trails. That same study recommended 1991 appropriations of $30 million for forest trail maintenance and $45 million for forest trail construction to begin to address a trail funding backlog that they estimated to be $202 million. The National Recreational Trails Fund Act could provide a significant portion of that funding.

Our member organizations are heavily involved in volunteer trail improvement projects to supplement inadequate funding for trail upkeep. Motorized recreation enthusiasts nationwide have an enviable reputation for volunteer projects. An August 1, 1990 letter from the Wenatchee National Forest in Washington illustrates the willingness of trail motorcyclists to assist in the maintenance of shared use trails.

> One thing that we have found over the years is that the motor bike folks love to log out the trails. The Wenatchee National Forest has one district that relies 100 percent on the motor bike folks to log out their multiple use trails and they have over 130 miles of trail.

That same letter estimates that 35 percent of those enjoying these shared use trails are non-motorized users. Recent statistics from other forests estimate the non-motorized use of shared use trails at a much higher percentage.

Another example is outlined in an August 8, 1990 letter from the Washington, D.C. the Office of Bureau of Land Management.

> Many of our trails are used for a variety of recreational pursuits. In some cases, there is significant overlapping of use between motorized and non-motorized users, however, this varies depending on the location. For example, the Slick Rock Trail in the Moab District, in Utah, was originally developed as an off highway vehicle trail but is now used mostly by mountain bicyclists.

A July 26, 1990 letter from the Wasatch-Cache National Forest in Utah illustrates a common problem with many of our trails.

> Many of our older trails were not properly constructed, in fact many are the result of continued use of game trails or old mining routes. Improperly designed and located trails are difficult to maintain and they result in environmental damage. Several of our current and upcoming trail improvement projects will focus on reducing environmental impacts. The environmental protection value of well located, designed, and constructed trails cannot be over estimated.

We expect this legislation to receive the support of local governments. Readily available, well designed trail systems are valuable recreation resources and contribute to local economies. Pocatello Mayor, Peter Angstadt, in an August 10, 1990 letter about this legislation stated:

> I believe the proposed allocation plan is fair and equitable and provides benefits to users. The proposed bill would also aid in providing environmentally prudent recreational trail opportunities for motorized and non-motorized recreationists, and encourages cooperative efforts to effectively share our public lands.

At the 1988 National Trails Symposium in Helen, Georgia, United States Senate Appropriations Committee professional staff member Don Knowles explained the lack of consistent trail funding. He said it was because there was no unified trails constituency. The Blue Ribbon Coalition believes the National Recreational Trails Fund Act of 1990 offers an opportunity for all trail recreationists to work together on a proposal that will encourage cooperation and coexistence. This act has the potential to bring about that unity by expanding our shared use trail opportunities. Motorized and non-motorized trail users working together on the Trails Advisory Committee will be encouraged to resolve their differences. This legislation will increase the incentive for all recreationists to work together and assist our land managers in providing recreation trails for present and future trail users.

I would like to have the enclosed copies of the letters that I've quoted from submitted for the record.

Senator SYMMS. They will be included in the record.

Mr. COLLINS. Thank you, Senator.

Senator SYMMS. Thank you for your statement, Clark. I think your point of forming a coalition could be helpful in the long run, particularly as one of you made the point about the budget—I think it was you, Derrick—that it's going to be a real squeeze. If we can get a dedicated fund and then get cooperation we will have people that are at least working together and forming around a cause. Congress usually responds to those things.

Mr. Jonathan Stoke of the Sierra Club, welcome to this committee.

STATEMENT OF JONATHAN STOKE, SIERRA CLUB

Mr. STOKE. Thank you, Senator.

Senator Symms, Trent Clark, and concerned citizens, I am Jonathan Stoke. On behalf of the 2,558 members of the Northern Rockies Chapter of the Sierra Club, I wish to thank you for this opportunity to present testimony on S. 2150 and its companion bill H.R. 4040.

The Sierra Club is not necessarily opposed to using tax money for use in constructing and maintaining off highway recreational trails. However, we feel that the National Recreational Trails Fund Act of 1990, as proposed, would needlessly create another layer of Federal bureaucracy. If the junior Senator from Idaho and the Congressman from the first congressional district genuinely desire funding for recreational trails, then they should simply allocate money during the already established appropriation process for the

USDA Forest Service. There is no need for a redundant mechanism for trail funding.

We can also understand that the gentlemen from Idaho wish to ensure that tax money paid on gasoline be distributed in a manner which reflects the use of the taxed gasoline. However, to capitulate to one special interest group raises the question of why other special interest groups are not similarly granted favored status. For instance, lawn mowers use a great amount of gasoline, perhaps something on the order of 10 million gallons per year, yet the gentlemen have introduced no legislation to channel gas taxes into grass seed.

On the subject of gas taxes, we note that they have gone up 88 percent in the last decade. Thousands of bridges are in need of repair nationwide, yet our elected representatives here propose to channel this much needed money away from repair of our highways and bridges into recreation.

Gasoline is a fossil fuel of limited abundance. The tax on gasoline would be best put to use to find alternative fuels, to increase efficiency of our automobiles, and to reduce the pollution resulting from gasoline's combustion. The pollution resulting from gasoline's combustion threatens the very future of life on earth through global warming caused by increasing levels of carbon dioxide. Transportation was responsible for 350 million tons of CO_2 spewing into the atmosphere in 1987.

An automobile which averages 60 miles per gallon emits 17 tons of carbon dioxide over its lifetime. If the car gets 45 miles per gallon, it will emit 23 tons of CO_2. At 27.5 miles per gallon it will give off 38 tons of CO_2. And if the car only gets 18 miles per gallon, it will dump 58 tons of polluting CO_2 into our shared environment. Wouldn't excess tax revenue from gasoline combustion be best spent trying to reduce the resulting global pollution? The estimated price increase for a 45 mile per gallon car is $500, but this would be more than offset by the $2,000 saved in the cost of gasoline during the life of the car. A 45 mile per gallon car is achievable today with the off-the-shelf technology.

The single biggest immediate step we can take to improve energy efficiency is to increase average auto fuel efficiency by 40 percent. And this would increase our national security as well. As I deliver this testimony, American troops and ships are being moved into the Persian Gulf area.

Think about this. Saddam Hussein gets his power because of our short sighted energy policies favoring excessive consumption of fossil fuels. if the American economy were as energy efficient as that of our most successful economic competitor, Japan, the world would have far less need for the oil from Iraq and Kuwait, and Hussein could not tamper with our fate.

The same energy efficiency technologies that would break Hussein's power to blackmail the industrial world would also avert the looming danger of global warming. Energy efficiency, global climate stability, wilderness protection, and national security are linked in the simplest possible way. What helps one problem helps all four.

Increases in energy efficiency would also reduce the United States trade deficit, generate a new wave of economic growth

among American industries that produce energy efficient technologies, and stimulate economic growth in the United States. Our total gross national product actually increased from the mid 1970s to the early 1980s while our energy consumption decreased 3 percent per year.

For these reasons, Senator Symms, I hope you will vote for the Bryan Bill, S. 1224, which will increase auto fuel efficiency standards by 40 percent.

Time constraints prohibit me from delivering further oral testimony here today, and so I ask that my written testimony, along with an attachment entitled "Off Road Vehicles on Public Lands" printed by the United States Government Printing Office and prepared by the Council on Environmental Quality be inserted in their entirety into the hearing record. Senator Symms, will you do that for me?

It's a 98 page report. It's very all encompassing. It discusses funding for off road vehicle trails and the necessity for properly maintaining those trails.

Senator SYMMS. We will certainly make it part of the file of this hearing, whether it's printed in this record, we'll have to analyze that because printed costs are very high.

Mr. STOKE. Thank you, Senator Symms.

Senator SYMMS. Thank you very much for your testimony, Jonathan.

Back to this other point. Derrick, I think you made the point on the reason that there is a need for this is because in the current budget crisis that we face—and I do think it's an important thing—it's been diverted because of the crisis in the Persian Gulf. People haven't been talking about it but it's still there. I think you're right on target for what's going to happen in the future in Washington, D.C. These appropriation amounts are going to be squeezed even further. It's going to be very difficult to get appropriations for almost anything that is not deemed part of a national emergency or part of an entitlement fund.

I appreciate all of your testimony. Do you have any questions, Counsellor?

Trent is extremely quiet here today. [Laughter.]

Senator SYMMS. But thank you all very much for your contributions to the record.

Panel number three, Idaho non-motorized recreation, Linn Kincannon, Idaho Conservation League; and Grant Simonds, Executive Director of the Idaho Outfitters and Guides Association. Linn and Grant, will you come forward, please? Welcome to the committee this morning.

It looks like Grant is not here, so Linn you have the full stage here.

Ms. KINCANNON. Thank you, Senator.

Senator SYMMS. Now we will hear from Linn Kincannon of the Idaho Conservation League.

STATEMENT OF LINN KINCANNON, IDAHO CONSERVATION LEAGUE

Ms. KINCANNON. Thank you for this opportunity to testify on S. 2150, the Recreational Trails Fund Act. I'm Linn Kincannon and I'm speaking for the Idaho Conservation League.

The Idaho Conservation League agrees with you, Senator Symms, that recreational trails in our National Forests and Bureau of Land Management lands are in need of repair and much additional funding. However, the Idaho Conservation League does not support this legislation as written. We have three major concerns.

This bill implies that monies from the Recreational Trails Fund will be used primarily for construction and maintenance of motorized trails as in section 2, subsections 4 and 5. ICL recognizes ORVs as a legitimate source of recreation and we feel that more than enough public resources have been dedicated to motorized use.

Although ORVers frequently state that more riding opportunities must be provided for them, the fact is that they already have the largest share of the available trail system. Despite the fact that ORVs compose a minority of back country use, the majority of Idaho lands and trails are designated motorized. Idaho Wilderness Defense Coalition studies show the Sawtooth Forest as the only forest in central and southern Idaho which has less than 50 percent motorized trails.

In addition, back roads offer miles of riding to ORVs and there are currently 360,000 miles of roads in our national forests, nine times the size of the Interstate Highway System.

The bill provides for a committee to be formed in each State to manage the monies provided by the Fund. Idaho already has a board similar to what is defined in section 4, subsection 2 (a) and (b). Our experience in Idaho would indicate that non-motorized trails will be slighted in favor of motorized trails. In Idaho, our roadless areas are being eroded by the construction of new motorized trails funded by ORMV gasoline taxes. These RARE II areas should be managed as wilderness pending congressional action on the wilderness issue in Idaho.

Second, section 4(d)(4) states that:

> The Secretary shall ensure that grant monies are employed for the use and benefit of motorized and non-motorized trails use.

It is important that this wording be changed to say that monies would be used for motorized or non-motorized use. Any trail that includes motorized travel effectively becomes exclusively motorized. Hikers, hunters, and horseback riders will very rarely choose a motorized trail for their recreation. They prefer the solitude and peace of a multiple use non-motorized trail.

Third, section 4(a) gives grants to the States for the purposes of constructing and maintaining recreational trails. Section 4(e)(1) states that:

> Each agency of the United States Government that manages land on which a State proposes to construct a recreational trail shall cooperate with the State and the Secretary in planning and carrying out the activities on such land.

We have a strong objection to this provision and grave concerns about its implications.

This provision would ignore the enormous commitment of resources that have gone into land use plans formulated over the last 15 years by both the Forest Service and Bureau of Land Management. It directs these agencies to carry out the construction of trails, as instructed by the State Committee, without benefit of the Federal environmental regulations such as the National Environmental Policy Act, the National Forest Management Act, the Federal Land Policy and Management Act, and the Endangered Species Act.

Importantly, it also denies the public any chance to comment on a proposed trail as provided by these regulations. Is it Congress' intention to give carte blanche to the States to create new jeep and motorized vehicle trails in roadless areas and areas of important wildlife habitat without compliance with environmental protection laws or consideration of hunters, anglers, and hikers?

Gentlemen, if you're serious about helping our trails system, there is a better use for this fund. The money should be allocated to enhance the recreation budgets of the Federal agencies which are chronically under-funded. They can best make land resource judgments. They know the land and what is needed. Why create yet another bureaucracy in our debt ridden Government?

Thank you for your time.

Senator SYMMS. Thank you very much, Linn. I appreciate your testimony.

Next is panel number four which will be Tom Glass, President of the Idaho State Snowmobile Association; Fred Eggen, Manager of the Shilo Inn; and Tim Bernard of the Snake River ATV Association. Gentlemen, please come on up.

Tom, you're first up on the list here. We'll be happy to hear from you.

STATEMENT OF TOM GLASS, PRESIDENT, IDAHO STATE SNOWMOBILE ASSOCIATION

Mr. GLASS. Senator Symms, subcommittee members, my name is Tom Glass, President of the Idaho State Snowmobile Association.

Idaho snowmobilers played a key role in developing what we believe is now one of the best OHV programs in the Nation. We are very pleased to support this bill which we think would create on a national basis a system similar in many respects to what we now have here in Idaho.

Our written statement contains the details of our concerns and recommendations. I'll try during my brief oral presentation only to hit the highlights.

The groomed snowmobile trails in Idaho are usually back country roads which may or may not be open for vehicle travel in the other seasons. We would like to see the act specifically identify these roads, when they are snow covered, as trails for the purposes of this act.

Also, particularly in the west, many of the most popular snowmobiling areas are what we refer to as "play areas", wide open spaces, which may have no identifiable trail as such. We would recommend that the bill include construction maintenance of parking,

access, and service facilities for such areas as a legitimate use of funds under this act.

Further we recommend that the act include as legitimate purposes enforcement of vehicle registration or trail use laws regulations, and search and rescue activities. This is one of the features of the Idaho system which works very well. We gain a great deal of support from our counties and our law enforcement entities by making sure that money is available for our search and rescue.

We're very concerned that the advisory machinery under this bill gives equal voice to non-motorized groups who contribute little or nothing to this funding. We've always been willing to share Idaho's glorious outdoors with other responsible users.

We haven't generally found a companion willingness from—I'll mention the Sierra Club only as one of the groups. Often in dealing with them on trail use plans and forest travel plans, what we view as lasting compromises, they view as breathing space to regroup. What we see as common ground, they see as shifting sands at which to gain another toll. They have, over the years, consistently sought to eliminate all forms of motorized recreation, while at the same time pursuing tax dollars to underwrite their own agenda. We wish it wasn't so.

But we urge you to carefully structure that Advisory Committee so that it not hamstring the very purposes that you're trying to bring about.

Thank you for the opportunity today to express the views of the Idaho State Snowmobile Association concerning your bill, S. 2150, the National Recreational Trails Fund Act of 1990.

Senator SYMMS. Thank you very much. That's a very excellent point that you make, Mr. Glass.

Would you state your name?

Ms. COLLINS. Mr. Bernard could not be here today. He's in another meeting in Boise. I'm Stella Collins sitting in for Mr. Bernard.

Senator SYMMS. Stella Collins. Okay. Thank you, Stella.

STATEMENT OF STELLA COLLINS, SNAKE RIVER ATV ASSOCIATION

Ms. COLLINS. My husband Jack and I are avid ATV riders. We support the National Recreational Trails Fund Act because it will help provide funding for ATV trails nationwide. We would like to urge that more trails be made available for ATV use.

All trails open to motorized vehicle use at present should be left open. There are more and more people turning to motorized recreation and we must have place for all of them. If we keep cutting down on the trails open to this group, then the impact will be greater on the places left available. The number of people taking up outdoor recreation is increasing rapidly every year and the trails for ORVs are getting less.

Other trail users, such as horseback riders, hikers, and mountain bikers, should also be assessed some kind of user fee. The motorized vehicle users already pay user fees by buying off road stickers every year. This fee goes toward building trails. Also the OHV groups maintain many of the trails used by them every year.

In many areas there are no trails proposed open for ATVs. We sincerely hope that the National Recreation Trails Fund can be used to build more trails for ATV use. In our younger years we were avid horseback riders. In the 1960s we began riding trail bikes, but since retiring we have switched from motorcycles to ATVs. ATVs are becoming extremely popular and more trails should be opened to their use. There is a lack of ATV trails nationwide and we think this legislation offers an opportunity to correct that problem.

We quite often carry a chain saw, shovel, and grubbing hoe while riding in order to clear trails and rebuild sloughed off trail treads. We've had horseback riders ask when we were going to clear a certain trail because they wanted to ride it. We are willing to share the trails with other users and they should be willing to share also.

It is our feeling that ATV use of existing trails actually improves them. The low pressure tires and wide stance of four wheel ATVs widens and packs the trail. This trail compacting reduces rutting and water damage.

We wish to take this opportunity to thank you, Senator Symms, for introducing this legislation. We support this bill and urge prompt action on it.

Thank you.

Senator SYMMS. Thank you very much, Stella. I appreciate your comments.

Next is Mr. Fred Eggen, Manager of the Shilo Inn. Fred, welcome to the committee.

Mr. EGGEN. Thank you, Senator. I'd rather be known as the President of the Mountain River SnoRiders here in Idaho Falls.

Senator SYMMS. Okay. You are President of the Mountain River SnoRiders in Idaho Falls?

Mr. EGGEN. Yes, sir.

Senator SYMMS. All right. That sounds like more fun.

Mr. EGGEN. It is. [Laughter.]

STATEMENT OF FRED EGGEN, PRESIDENT, MOUNTAIN RIVER SNORIDERS

Mr. EGGEN. I applaud Senator Symms and Congressman Craig for taking action on an idea that is long overdue. I believe that it is a step in the right direction to help motivate recreationalists of diverse use and interest to help develop programs that will be a benefit to all users regardless of the location or time of year.

From what I understand of the funding, I believe the concept to be good. The off highway vehicle user—the OHV—and the over the snow vehicles—OSV—have rarely had a return on their fuel tax dollars. Current roads and trails are proof of this. Hopefully, this bill will bring together the different land users into a common bond to help each user develop the experience each of us desires in our individual activities.

Also, I believe this bill will allow, for the first time, funds to be used to repair or build new multiple use trails that the handicap can finally use. In the past, the handicap have been shut out of public lands more thoroughly than any one else whenever there was closure to motorized vehicles. This was their only way that

they could get into previously open areas. Snowmobile clubs across America have held special days where the handicapped are given rides so they could experience some of the joy that the rest of us enjoy without any physical restrictions. This bill should help eliminate some of those problems.

It certainly would be refreshing not to hear the United States Forest Service or Bureau of Land Management comment that there is no funding for even the smallest projects because of budget cutbacks. Hopefully this bill is designed to remove the greatest percentage of this type of budget problems and, if so, I strongly urge the passage of S. 2150.

Thank you very much.

Senator SYMMS. Thank you very much, Fred.

We now have another witness here from the Idaho Trail Machine Association, Adena Cook.

Adena, welcome to the committee.

STATEMENT OF STEVE GUNDERSON, PRESIDENT IDAHO TRAIL MACHINE ASSOCIATION, PRESENTED BY ADENA COOK

Ms. COOK. Thank you. I'm here in the stead of Steve Gunderson who is the President of the Idaho Trail Machine Association. He gave me his statement to read.

The Idaho Trail Machine Association applauds the intent of the proposed National Recreational Trails Fund Act to maintain and improve the trails throughout the Nation. This legislation is particularly significant to western States because they have the vast majority of public lands and the vast majority of trail systems.

Steve states that the proposed allocation of the National Recreational Trails Fund has 50 percent divided proportional to fuel use and this should contain a provision for apportioning the funds based on the percentage of public lands and trail system mileage in the affected States. It is our concern that the States with large populations will have far more OHVs than less populated western States, but not have the potential for expanding the trails as the western States. In the case of Idaho, nearly 57 percent of the State is public land and an estimated 50,000 miles of single track trails in the Forest Service inventory. There are also primitive two track trails on Bureau of Land Management land.

Yet Idaho's population of 1 million can't begin to muster the sheer numbers of OHVs that the more heavily populated States can. The Trail Machine Association feels that this creates an imbalance—that is not enough funding for more miles of trails.

Again, we admire the basic concept of this proposed legislation and urge the subcommittee to recommend it for passage on the floor of the Senate.

Steve also states that he's available for contact for any questions with regard to his statement.

Thank you.

Senator SYMMS. Adena, thank you very much. I think that your point and the point that Steve Gunderson is making is well taken, but I do recall that one of our earlier witnesses—were you here when Kermit Kiebert testified to have us try to keep this simple? I think that maybe there is something. We're going to work on that

point. The numbers of motorcycles and motorbikes in Idaho is substantial.

Ms. COOK. I don't have those figures, but I know——

Senator SYMMS. For off road vehicles, I should say.

Ms. COOK. I know it is proportional to the State population. We have one of the highest percentage proportional to the State population.

Senator SYMMS. Right. That's a point I want to work on. I think your point, Tom, about the make up of those boards is also important.

One of the previous witnesses—I think it might have been the Sierra Club witness—mentioned that we don't need this. We already have this set up. Well, we may already have an appropriate mechanism in place in Idaho to accommodate this. I think there's a lot of work that we can do to fix this. This testimony has been very helpful.

I want to thank all of you. We do look forward to working with your associations and to try to iron all the wrinkles out before moving this through the legislative process. Thank you for helping us this morning.

Let's move along with the witness list. Mr. Scott Behunin—is Scott here? I might bring up four of you at a time. Steve Thilmony, Administrator North Dakota Snowmobile and ATV Contractor; Dick Curtis, Idaho Falls, Idaho; and Peggy Trenk, Western Environmental Trade Association in Helena Montana. Is Peggy here? I guess we'll stop right there with four.

Scott, we welcome you from the Utah Department of Parks and Recreation and look forward to your statement.

STATEMENT OF SCOTT BEHUNIN, OFF HIGHWAY VEHICLE COORDINATOR, UTAH DIVISION OF PARKS AND RECREATION AND COCHAIRMAN, INTERNATIONAL ASSOCIATION OF SNOWMOBILE ADMINISTRATORS

Mr. BEHUNIN. I am Scott Behunin, Off Highway Vehicle Coordinator for the Utah Division of Parks and Recreation. Also, as noted, I have another statement to read following this one if possible.

Senator SYMMS. I don't have your statement.

Mr. BEHUNIN. Okay.

Senator SYMMS. Please commence.

Mr. BEHUNIN. Utah passed its Off Highway Vehicle Act in 1971 and has been active in the pursuit of OHV opportunities throughout the State. Unfortunately, these opportunities have been limited due to restricted funding. The Utah Division of Parks and Recreation is responsible for administering Utah's Off Highway Vehicle winter, summer, and education programs.

Utah has approximately 65,000 off highway vehicle enthusiasts. These include ATV, off highway motorcycles, and snowmobile users. According to the Motorcycle Industry Council, Utah ranks first in the Country in per capita ownership of ATVs and off highway motorcycles.

Until recently, funding for the OHV Program has been limited to registration fees. In 1987 the State Legislature authorized a portion

of the gasoline tax to be credited to the OHV account. This provided a funding base from which the OHV Program could grow. Since then the gasoline tax has grown from $250,000 to $400,000 annually. This year hopefully it will be raised to over $1 million.

Still the needs of the users exceed the supply of available funding. In the two years since the increased funding we have purchased five snowmobile trails and have allocated $191,750 for matching grant projects worth $383,500. These funds were distributed to the United States Forest Service, Bureau of Land Management, and counties throughout the State. To date there has been $442,250 in grant applications but due to budget limitations we have only been able to fund a small portion of the requests.

Trails, whether motorized or non-motorized, are in need of development. Existing trails require constant improvement and maintenance to ensure a safe and enjoyable experience. A reliable perpetual source of funding is needed in order to adequately administer these trails. Combined funding from the National Recreational Trails Fund Act and State program funds will make it possible for us to build a foundation for a network of trails that will stretch throughout each State. This act would also establish a common tie between motorized and non-motorized users and encourage them to work together in effecting a mutual benefit.

The investment users make toward their sport through gasoline and property taxes and registration fees is substantial. In addition they also pay these costs on support and tool equipment, maintenance, repairs, and much more. In fact, in Utah it is estimated that these expenditures amount to approximately $180 million annually. It seems only proper that users receive a fair portion of these fees and taxes to pay for the development and improvements of OHV programs.

We support the efforts to gain additional funding for the Nation's OHV Program. We support the National Recreational Trails Fund Act.

Senator SYMMS. Thank you very much. You said that you had another statement?

Mr. BEHUNIN. Yes. I'm also cochairman of the International Association of Snowmobile Administrators.

The International Association of Snowmobile Administrators is composed of those administrators representing governmental jurisdictions in the snowbelt States and community provinces who have decision-making authority for snowmobile program administration in their jurisdictions.

At their annual meeting, held June 6 to June 9, 1990, IASA unanimously adopted the accompanying resolution which endorses the concept of S. 2150 and H.R. 4040, the National Recreational Trails Fund Act of 1990. IASA commends Senator Steve Symms and Congressman Larry Craig for introducing this multiple use trail legislation in the United States Senate and House of Representatives.

Administrators in the snowbelt jurisdictions of North America work cooperatively with organized snowmobile associations which represent 258,000 trail enthusiasts and untold numbers of individual snowmobilers that choose not to belong to organized clubs or associations.

The dedication of snowmobilers is exemplified by the fact that their trail programs have been funded primarily by monies invested in snowmobile registration fees, jurisdiction gas tax refunds, and trail use fees. In other words, these users pay directly or indirectly for their programs. Other trail users benefit from their investment in many of these jurisdictions. These include other winter sports trails enthusiasts as well as non-winter users where such trails are open on a year-round basis.

The report from the President's Commission on Americans Outdoors, published in 1986, indicated a strong future need for the expansion of trails and greenways. This report recommends the establishment of greenways and corridors of private and public recreation lands and waters to provide people access to open spaces close to where they live and to link together the rural and urban spaces in American landscape.

Trails were identified as one form of greenway. This report also identified the percent of adult participation in various forms of outdoor recreation. They found that 84 percent of the adults participated in walking for pleasure, 46 percent bicycle, 24 percent participate in driving off road vehicles and snowmobiles, and 8 percent cross country skiing. The increase in trail activities between 1960 and 1982 range from 132 percent to 352 percent, thus showing a vast increase in trail use, demand, and need.

In order to meet these future trail needs, a reliable source of funding is necessary. The National Recreational Trails Fund Act will help to meet these future needs for the entire trails community and will establish an effective method for all trail users to work together through a National Recreational Trails Advisory Committee.

Again, the International Association of Snowmobile Administrators supports the concept of this act and will lend all assistance necessary to achieve passage of this concept in Congress.

[A resolution from the International Association of Snowmobile Administrators follows:]

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International Association of Snowmobile Administrators

WHEREAS, the Highway Trust Fund has been funded by a Federal fuel use tax on gasoline, thus establishing a direct relationship between the use of Federal highways and payments into the Fund; and

WHEREAS, recreational trails used by off-highway recreation vehicles receive no priority in the budgetary process of the Highway Trust Fund; and

WHEREAS, it is both equitable and prudent, for safety, environmental protection, and recreation resource reasons to assure availability of funds for recreational trails by reserving for those purposes a portion of Federal fuel use taxes imposed on motor fuel used in off-highway recreational trail motors:

NOW, THEREFORE, be it resolved that the International Association of Snowmobile Administrators hereby endorses the concept contained in S. 2150, "The National Recreational Trails Fund Act of 1990," and its counterpart, H.R. 4040, which would return a portion of the Federal taxes collected on the sale of gasoline used by off-highway recreation vehicles in the form of grants to the States, for the purposes of recreational trails.

FURTHER, the International Association of Snowmobile Administrators applauds the leadership of Senator Steve Symms and Representative Larry Craig who introduced this legislation in the U.S. Senate and the U.S. House of Representatives.

STILL FURTHER, the International Association of Snowmobile Administrators urges the expeditious scheduling of hearings on this legislation so that all recreational trail interests have the opportunity to express their views on this legislation.

Senator SYMMS. Thank you.
Steve.

STATEMENT OF STEVE THILMONY, SNOWMOBILE PROGRAM ADMINISTRATOR, SNOWMOBILE NORTH DAKOTA AND PROGRAM ADMINISTRATOR, NORTH DAKOTA DEPARTMENT OF PARKS AND RECREATION

Mr. THILMONY. Senator, my name is Steve Thilmony. I'm from Nortonville, North Dakota. I am the Nortonville Program Administrator for North Dakota Parks and Recreation. I'm here to support S. 2150.

Earlier, I heard testimony that they need to upgrade the trails that are existing. In North Dakota we're looking at an area where we did not have trails up until 1989 due to no budget availabilities. As a result of that, North Dakota experienced, for every 350 registered snowmobiles, one accident. After the Snowmobile Program was put into effect in 1989 we reduced the number of accidents from 350 to 950 snowmobiles—one in every 950. I'm proud to say that last year we had one accident in 10,000 registered vehicles on our snowmobile trails. So it's obvious that the trail system is safer than the road ditches in the private areas.

North Dakota has 96 percent of its land owned by private individuals. Thus, the National Recreational Trails Fund Act will aid very much so in acquiring the needed land leases that we have or that we need to acquire.

The budget cuts that we were talking about earlier—North Dakota experienced a major budget cut in the December 5 referral where the people voted down all tax increases. What did we do to make up that revenue? We created snowmobile trails and we created recreational facilities. For every $35,000 spent in North Dakota, we see a return of $18 million back in economic income. Thus, recreation isn't an answer to reducing the budget deficit.

Thank you very much for the time. I have a written presentation and also a resolution from the North Dakota Snowmobile Administration.

Senator SYMMS. It will be made a part of the record.

Thank you very much. I appreciate your testimony, Steve.

Mr. Dick Curtis. Dick, welcome to the committee.

STATEMENT OF RICHARD L. CURTIS

Mr. CURTIS. I feel kind of outnumbered here today, but I'd like to go on record as being opposed to the passage of S. 2150. My reasons are numerous, but today I'll focus on three, primarily economic, environmental, and public safety.

I'm opposed to S. 2150 for the obvious reason that it wastes Government funds for the benefit of a very small minority of public land users. With the Federal debt now approaching $4 trillion and the annual deficits in the hundreds of millions of dollars, it's important that we spend taxpayers funds only on needed projects such as maintaining our existing highway system. These are projects which benefit all citizens.

On a scale of one to ten, where does this bill lie in importance to the American people? My guess would be somewhere around one. I

hike several hundred miles annually on trails throughout our Nation and can testify that our trail system is in relatively good shape compared to the roads that we all use to try to safely get back and forth to work each day. I would therefore insist that highway funds be spent on highways and not trails.

The motorcycle manufacturers, with this bill, are promoting the development of more and better trails so that they can sell more machines. Well, this might be okay for an American industry. It's disturbing when Japanese companies get involved. It is precisely companies such as Yamaha, Kawasaki, Polaris, Bombardier, Honda, and Suzuki, who make up the editorial staff of the so-called "Blue Ribbon Coalition"—that, by the way, I understand was a primary drafter of this bill.

From an environmental standpoint, dirt bikers and their machines have left significant long-lasting scars on our countryside. It is time to start limiting the use of these machines on public lands rather than promote further use by creating additional trails.

It's interesting that France recently passed legislation prohibiting dirt bikes on public lands. And of course the Japanese would never think of letting the trail bikers run wild on their public lands. So from an environmental standpoint this bill opens up Pandora's box of evils by promoting more use of our public lands for noxious, noisy, motorized activities.

Finally, I want to close on a safety issue. Our Government has documented the hazards of operating ORVs and has banned certain types of the machines from importation into our Country. However, we still have an abundance of serious injuries every year and leave hundreds of individuals maimed for life. Since these devices have been shown to be inherently unstable, even on gentle terrain, it seems incongruous to spend tax dollars to promote their use for public lands.

To make trails in rough country safe for basically unsafe devices will involve another billion dollar program. In addition, by upgrading trails for motorized use, the non-motorized users of trails will be inevitably exposed to the conflicts and hazards associated with these machines.

My suggestion is that rather than spending millions of taxpayer's dollars to upgrade all trails, I recommend leaving the trail system alone. It isn't broken. If it isn't good enough for ORVs, then close the trails and promote healthy non-motorized activities on public lands. The savings to taxpayers can go toward eliminating the Federal debt which is even in worse shape than our highways.

Thank you.

Senator SYMMS. Thank you, Dick.

Now we have Ms. Peggy Trenk of the Western Environmental Trade Association from Helena, Montana. Is that correct, Peggy?

Ms. TRENK. That is correct.

Senator SYMMS. Welcome to Idaho Falls.

STATEMENT OF PEGGY TRENK, DEPUTY DIRECTOR, THE WESTERN ENVIRONMENTAL TRADE ASSOCIATION

Ms. TRENK. Good morning.

For the record, my name is Peggy Trenk. I am the Executive Director of the Western Environmental Trade Association, or WETA, located in Helena, Montana.

WETA is a broad based coalition representing agriculture, labor, recreation, business, and industry, as well as other trade associations. The organization was formed in 1976 to promote jobs and economic opportunities in a manner consistent with the protection of Montana's environment.

By virtue of its mission statement, our association is deeply committed to multiple use management of public lands. Furthermore, we believe recreation is an important player on that field, both from a multiple use and an economic perspective. For that reason, I am here today on behalf of our membership to offer our support for the National Recreational Trails Fund Act, S. 2150.

With national trends showing recreational use of our public lands to be on the rise, as well as the new emphasis given recreation by both the Forest Service and Bureau of Land Management, it only makes sense to take practical steps now to assure that the infrastructure is in place to support these activities. This act not only provides the necessary dollars to do so by allocating fuel taxes paid by off highway users to a specific trail fund, but it also directs agency land managers and others to ensure the Nation's trail system be maintained at a level that allows for all multiple users to safely enjoy expanded opportunities, whether it be via snowmobile, ATV, or on foot.

We further applaud the creation of a National Trails Advisory Committee that will represent the broad range of recreational interests who will be impacted by the program. As a coalition whose effectiveness rests on the ability to bring together sometimes divergent points of view on issues of mutual concern, WETA feels the input provided by that committee will be critical to the success of the program in the long term.

We also support inclusion of language that disallows condemnation of private lands under this program. Protection of private property rights is a matter of critical importance to our membership and we believe it more productive to seek cooperative channels to resolve any problems that might arise in this arena.

In closing, WETA is pleased to note that the majority of Montana's Congressional delegation is in support of this legislation. We trust Congress will consider the bill in a timely manner and we urge that it be passed.

Thank you again for this opportunity to present the views of the Western Environmental Trade Commission of Helena, Montana. We applaud your efforts, Senator Symms.

Senator SYMMS. Thank you for coming down from Helena.

Thank you all very much for your testimony.

We will now start with Craig Cazier, President of the Utah Snowmobile Association; Bill Dart, American Motorcyclist Association for Nevada and Northern California; Steve Kuehl, President of the California Off Road Vehicle Association; Linda Ellison, Montana Trail Vehicle Riders Association.

Craig, if you'd like to start out, you may proceed.

STATEMENT OF CRAIG CAZIER, PRESIDENT, UTAH SNOWMOBILE ASSOCIATION AND CHAIRMAN, OFF HIGHWAY VEHICLE COUNCIL FOR THE STATE OF UTAH

Mr. CAZIER. Thank you, Senator.

I'm Craig Cazier, President of the Utah Snowmobile Association. I'm also chairman of the Off Highway Vehicle Council for the State of Utah. We represent over 1,700 families in the State of Utah with over 16,000 registered snowmobilers in the State.

Three years ago our trail systems were about depleted as far as snowmobile trail systems in the State of Utah. We've been trying for the State gas tax through the State. We were successful three years ago in getting the State gas tax. Without that gas tax our trail systems would be completely outdated. So we as a snowmobile association strongly urge the support of S. 2150.

Our old trails are now—with the State gas tax—are coming up to snuff and now we're planning new snowmobile trails. Without that gas tax money our snowmobile trails would not be adequate. Snowmobile trails in Utah are now starting to generate tourism dollars. As far as the snowmobile community, we support your bill, S. 2150.

Senator SYMMS. Thank you very much, Craig.

Bill Dart from the American Motorcyclist Association?

STATEMENT OF BILL DART, LEGISLATIVE OFFICER, DISTRICT 36, AMERICAN MOTORCYCLIST ASSOCIATION

Mr. DART. Thank you for the opportunity to speak here today, Senator Symms.

I'm the Legislative Officer for District 36 of the American Motorcyclist Association, which is located in Northern California and Nevada. Today I am also speaking for Districts 37 and 38. These three districts cover all of California. I have also been authorized to speak for the California Association of Four Wheel Drive Clubs. These organizations represent over 50,000 families in California.

We strongly support the National Recreational Trails Fund Act, and we want to thank you, Senator Symms, for your vision in introducing this legislation. Trail recreation of all types is growing throughout the United States, and funding is desperately needed to construct new trails and maintain existing trails. Motorized recreationalists especially need new trails as the sport grows in popularity and previously open trails are closed to us because of the creation of wilderness and other land use planning restrictions. New trails are necessary to provide adequate opportunities and protect our natural resources. When adequate trail mileage is available, the recreating public is satisfied, compliance with rules and regulations is assured, and impacts to the trails are minimized.

In the past, the public land managers have not allocated adequate funds to trail construction and maintenance. With today's economic climate, the situation has become much worse. Many times public agencies must divert their energy and funds toward other areas. This has resulted in dramatic reductions in available off highway vehicle route mileage, with insufficient funding available to replace and increase needed routes. While some States, such as California, have programs to fund OHV use, even these programs are not enough. Many States do not currently have OHV

programs and this legislation would help them to not only provide OHV funds, but to start a State program of their own.

In California, we have seen how valuable a State program can be. The California Off Highway Vehicle Fund generates over $25 million a year to provide OHV opportunities. About half of our fund goes to operate State Vehicle Recreation Areas, with the balance distributed to the Forest Service, Bureau of Land Management, and local governments. Without these funds, the Bureau of Land Management and Forest Service would not be able to adequately provide OHV recreation opportunities for our large population of OHV users.

There are two areas of possible concern to us. The first is that the fund be used primarily to build and maintain multiple use trails, open to all types of use, both motorized and non-motorized. Since wilderness designations in the last two decades have eliminated thousands of miles of motorized recreation opportunities, the motorized recreation community is in dire need of replacements.

The non-motorized community has more than ample trail opportunities that are theirs exclusively. For example, the Sierra Club in California has stated that they are not asking for more trails in the National Forests. They are satisfied with what they have. If any non-motorized trails are built with OHV funds, they should only be as a component of a larger motorized trail system, and not a free-standing trail.

While we have heard the user conflict theory many times, it is always from the non-motorized community who want to exclude motorized activities. The motorized recreation community has always been willing to share trails, and today it is very important that the non-motorized community be willing to share trails. If a person absolutely doesn't want to hear or see a motorized vehicle, there are certainly more than adequate opportunities to do so already.

The second area of possible concern is the funding split. The California AMA Districts and the California Association of Four Wheel Drive Clubs recognize that California would, in essence, provide some of its tax expenditures to other States, but we are not opposed to the proposed formula. We recognize the need for States with small populations of OHVs, but that have tremendous opportunities available, to have the funding available to develop and maintain their public land opportunities. California residents travel to other States for recreation and they will benefit from the proposed funding split.

I myself am combining business and pleasure on this trip to Idaho. I brought my trail bike, and I am enjoying the beautiful OHV opportunities in Idaho. My family and I have traveled to most of the western States to enjoy our trail bikes and snowmobiles.

We have been told that there might be some resistance from the congressional delegations of the larger States to the proposed funding split. If there is significant opposition by the California, Texas, and other larger congressional delegations, the chances of passage would be slim. If the proposed funding split is acceptable to Congress, the California OHV community is not opposed to the proposed split. We are most concerned with getting the bill passed, not

how much California would get. Under the proposed split, California would already receive the largest share of any State, and we would be more than happy.

I would like to conclude by saying that we will do whatever we can to assist and support you, Senator Symms, in your efforts to get the National Recreational Trails Fund Act passed into law. We have already told our California and Nevada delegations of our support, and we will continue to remind them of our support, and ask for their support. Please let us know if there is anything else we can do.

Senator SYMMS. Thank you very much, Bill, for your statement.

Linda Ellison is from the Montana Trail Vehicle Riders Association. Linda, you're from Bozeman, Montana?

Ms. ELLISON. I'm from Bozeman.

Senator SYMMS. Welcome to Idaho Falls.

STATEMENT OF LINDA ELLISON, MONTANA TRAIL VEHICLE RIDERS ASSOCIATION

Ms. ELLISON. Thank you, Senator.

I can make this short and sweet—it's about time. Public land users across the Nation, particularly in the west where the bulk of public land lies, are growing tired of seeing our trail systems deteriorate for lack of maintenance funding. Motorized recreation in particular has borne an uneven share of the cost as measured in opportunities lost because of a deteriorating infrastructure.

Experience has shown us that the first tool in a land manager's belt for addressing emergency trail maintenance has been to close the trail. Almost always it is closed to motorized use, sometimes to horse traffic as well, but rarely to foot traffic. Trail closure is the ultimate quick fix. It's fast, efficient, and cost effective, but it rarely results in timely repair over the long term.

As a representative of the motorized recreation on my local Bureau of Land Management District Advisory Council, I know that trail maintenance does not enjoy the luxury of being a line item in the budgets of Federal land managing agencies and consequently suffers from frequent priority rescheduling - - a lot of robbing Peter to pay Paul.

In view of renewed agency emphasis on recreation as indicated in recent planning documents such as the Bureau of Land Management's "Recreation 2000", this legislation is both appropriate and timely. Americans have long revered the free use of public lands. With the rapid rise of off highway vehicle use in the early 1950s, however, our Federal fuel tax structure has meant that off highway vehicles have been paying a user fee and not getting a fair return on their dollars.

We appreciate your efforts, Senator Symms, to redirect funding to where it is critically needed. Today I am representing motorized users in Montana and I am pleased to offer our support for this legislation.

Just as insight, I would like to bring up two things. I, too, have concerns about the larger States, States with larger off highway vehicle populations such as Texas and California getting the "lion's

share of the goods". I'm pleased to know that there are others that have brought that to your attention.

I would like to bring one other thing to your attention to really emphasize. As far as I know, in my experience, there are no—or at least very few—I don't know of any trails that are totally dedicated to motorized use. All trails that motorized vehicles use are multiple use trails.

Senator SYMMS. Thank you very much.

I guess you're saying that California's concern is just a little bit opposite of your concern, that California would not get their fair share. Is that what you were saying?

Mr. DART. No, we're not concerned with that. We're concerned that there may be some opposition from the California delegation about this.

Senator SYMMS. After the census in 1990, it's estimated that California will have 53 members in the House out of 435, so it certainly will—in terms of population, it's like a separate nation almost. [Laughter.]

But I might just say to the audience—I hear the chuckles out there—California does have large tracts of Government owned lands. I think 40 percent of the State is owned by the Federal Government. So there are some substantial National Forests and Bureau of Land Management lands that are in that State in the millions of acres.

I thank all of you very much for your testimony.

Next is Craig Gehrke from the Wilderness Society; Mrs. Irene Atamanczyk of the Mountain River SnoRiders; Mr. Ken Nelson of the California and Nevada Snowmobilers Association; and Mr. Don Wright, Director of the Blue Ribbon Association of Sacramento.

Is Craig here? Why don't we start right off with Craig Gehrke.

Mr. GEHRKE. Thank you, Senator.

Senator SYMMS. Welcome to the committee this morning, Craig.

STATEMENT OF CRAIG GEHRKE, IDAHO REGIONAL DIRECTOR, WILDERNESS SOCIETY

Mr. GEHRKE. I'm here testifying on behalf of the Wilderness Society. Founded in 1935, the Society is dedicated to the preservation of wilderness and the wise use of our Federal public lands. On behalf of our almost 375,000 members, I am pleased to offer testimony on S. 2150, the National Recreational Trails Fund Act of 1990.

The Wilderness Society recognizes that trails on our public lands are in sad shape. In a September 1990 report entitled "Maintenance and Reconstruction Backlog on National Forest Trails", the General Accounting Office found a backlog of $194 million in trail construction and maintenance. The primary cause of the backlog was inadequate funding.

This is bringing about two immediate problems. First, the Nation is clearly losing its heritage of back country trails. Second, continued trail neglect will result in increasing environmental impacts such as water quality and watershed degradation as trails erode and deteriorate.

Basically, as we understand it, S. 2150 would transfer money from the Highway Trust Fund to create a National Recreational

Trail Trust Fund. The Highway Trust Fund is financed through a fuel tax imposed on each gallon of fuel sold, and this money is used to finance maintenance of the Federal highway system. S. 2150 would annually transfer from the Highway Trust Fund to the National Recreational Trail Fund an amount equivalent to the off road vehicles fuel taxes received after January 1, 1990. This money would then be used to finance trail maintenance projects under the auspices of the National Recreational Trail Program.

The Wilderness Society at this time cannot support S. 2150. Given our experiences with ORV generated funds in Idaho, it is our fear that this legislation is less aimed at protecting the Nation's trail system and more aimed at using ORV generated dollars to buy influence in public land management decisions.

As I said, Idaho already has a similar system to that proposed in S. 2150. It has been our experience that where these funds are used for trail work, ORV supporters immediately make a claim on that trail and surrounding area. In particular, the authors of S. 371, the Idaho Forest Management Act, cited the use of these ORV generated funds as a broad excuse to preclude consideration of roadless areas for wilderness designation. The Warm Springs drainage in the Red Mountain roadless area, the Sheep Creek drainage in the Trinities, and the Deadwood River roadless area are just a few examples of roadless areas supported for wilderness designation by conservationists which were left out of S. 371 due to ORV expenditures.

Although section 4 subsection (d)(4) of S. 2150 indicates that the funds from the gas tax account will be used for both motorized and non-motorized recreation, it is hardly realistic to expect that non-motorized interests will receive a fair share of the revenues. Dollars generated by the sale of fuel to ORVs will clearly be perceived as ORV dollars and the push will be to spend those dollars constructing ORV trails or using the money for work on existing trails thus effectively claiming them for ORV use.

The proposal to generate money from outside the usual appropriation process for work on public lands trails is conceptually flawed. It treats the symptom of a deteriorating trail system without getting at the cause of the disease. Rather than create a fund independent from the Forest Service and Bureau of Land Management budget process for trail maintenance, we should instead be focusing our efforts to insist that these agencies, and the United States Congress, prepare and finance true multiple use budgets. To create an independent fund for trail maintenance would relieve these Federal agencies from any obligation they may feel to develop true multiple use programs.

At this time we're not getting multiple use budgets from these agencies. Resource development programs such as timber management, road construction, and mineral management, make up 70 percent of the Forest Service's fiscal year 1991 budget proposal, while resource stewardship programs make up only 17 percent of the fiscal year 1991 budget. Specifically, the fiscal year 1991 budget decreases trail construction funding by 16 percent compared to 1990 funding levels.

The Wilderness Society joins the National Trails Coalition in recommending that the way to achieve better funding for trail main-

tenance is to shift existing money within Federal agencies budgets, particularly the Forest Service, to achieve true multiple use budgets. For the National Forest System, we recommend reallocating $100 million from the forest road building program to programs such as trails, recreation, and wildlife. Even with this shift in funding, the Forest Service would retain over $200 million in road construction funding and leave intact $91 million for road maintenance.

Many will argue that reducing the Forest Service road building budget will subsequently drastically reduce the timber harvesting program. We reject this line of reasoning. During five of the last seven years the Forest Service has built or rebuilt more roads than it told the Congress it needed to carry out the timber sales program. Today, the surplus road capacity amounts to more than 2,800 miles. In other words, there are enough hard money roads to accommodate the next three years of timber sales without any further appropriated road construction or reconstruction.

Creating a separate fund for trail maintenance and construction relieves the Forest and Bureau of Land Management of their professional obligation to provide true multiple use programs on the public lands. It also relieves the Congress of its responsibility to ensure that these agencies do not become completely dominated by their own resource extraction programs.

Finally, a major flaw in S. 2150 is that it does not integrate the ORV generated funds into the Federal land management programs. S. 2150 provides no mechanism for incorporating these funds into National Forest travel plans, nor is there any mechanism to provide for a timely analysis of the social and environmental impacts of these trail projects, as well as provide for a full public input process. The Forest Service, for example, must demonstrate that ORV use will not unduly impact wildlife and watershed resources and that conflicts among ORV users and other recreationists will be minimized. To throw a lump sum of ORV generated money into the lap of the land management agencies ensures the creation of hasty, poorly conceived projects favoring ORV interests which will only further polarize the diverse interests using the Nation's public lands.

In closing, I urge that S. 2150 be withdrawn and that all of our efforts to restore the Nation's trail system be focused on the existing appropriations system to demand true multiple use budgets from the public land management agencies.

Thank you for the opportunity to present these views today.

Senator SYMMS. Thank you, Craig.

Next is Irene.

STATEMENT OF IRENE ATAMANCZYK, VICE PRESIDENT, MOUNTAIN RIVER SNORIDERS SNOWMOBILE CLUB AND DIRECTOR, IDAHO TRAIL MACHINE ASSOCIATION

Ms. ATAMANCZYK. Thank you, Senator Symms, for this opportunity to talk.

First of all, before I get into my written testimony, motorcycles, snowmobiles, ATVs, and off road vehicles in general are growing in popularity. We're not going to go away. When I first heard about

this bill, I was real excited, because every day we see the problem of overuse in our National Forests and no way to pay for it.

My name is Irene Atamanczyk. I'm Vice President of the Mountain River SnoRiders Snowmobile Club and a director for the Idaho Trail Machine Association. I highly support the passage of the National Recreational Trails Fund Act.

Last July I met with the Forest Service personnel of the Targhee National Forest. I asked them why the snowmobile trails in the Island Park area were so badly groomed. I mean, they weren't groomed last winter. The reason was that they had no money. The program in Island Park is paid for by the local snowmobile sticker fee. As many of you know, Island Park is the backyard of West Yellowstone which is the snowmobile capitol of the world. Thousands of snowmobilers visit this area every winter. They're just overused.

The National Recreational Fund Act is the answer to the problem. We can get somebody in there to pay for this grooming.

When I met with the Forest Service, they hadn't even heard of this bill yet. They were very excited about this bill. It's conceived with the user's pay and I'm a strong believer of the user's pay.

My family also uses the trails every summer, every weekend during the summer on their trail bikes. I don't run a trail bike anymore, but I like to hike. This last month we took a vacation up to Washington. The State of Washington has wonderful trails. I can't tell you how nice the trails are up there. They have spent a lot of money on those multiple use trails. Just last weekend I was hiking on some trails in Wyoming. Those trails were in very disrepair and need help. It was much easier hiking on those trails in Washington. It was much more enjoyable.

As a year round user of these trails, I see how they are in disrepair. A trail in disrepair is a safety hazard and an environmental problem. Every year they get into more disrepair and they're getting worse. Something needs to be done now.

Thank you.

Senator SYMMS. Thank you very much, Irene.

Ken Nelson, welcome to Idaho. Ken is from the California/Nevada Snowmobilers Association.

STATEMENT OF KEN NELSON, PRESIDENT, CALIFORNIA/NEVADA SNOWMOBILERS ASSOCIATION

Mr. NELSON. Thank you, Senator Symms.

I am Ken Nelson, President of the California/Nevada Snowmobilers Association which represents all organized snowmobile owners and users in the States of California and Nevada. CNSA includes clubs located throughout the two States from San Francisco Bay in California east to Elko, Nevada, and from Mount Shasta in the north, south to Burbank, California.

The Association has taken actions to strongly endorse the concepts of the National Recreational Funds Act, S. 2150 and H.R. 4040. California saw the need more than 20 years ago to provide for a particular preferred winter recreation. Former Congressman Gene Chappie, now a California off highway motor vehicle recreation commissioner, was a key person in creating the California Snowmobile Trust Fund Act of 1968.

Chappie and other California assemblymen also led the way in creating the California Gas Tax Act. This act provides for off highway vehicle gas tax monies for California OHV facilities very similar to the concept in S. 2150 and H.R. 4040. This funding has been a major source for the facilities of snowmobilers and other OHV users in the States of California and Nevada. We very strongly support the concept at the national level.

The trail facilities in California and Nevada are very great. At the present time we get no benefit for the OHV use from the Federal gas tax on fuel consumed by off road recreation. We are aware that the fuel tax monies are in some instances converted to completely unrelated governmental programs. We understand that this act will benefit all trail users and that OHVs and snowmobiles will not be exclusive beneficiaries. The common interests of all trail users is recognized and we see real merit in having the funding source to help provide for some facilities and ease the problems.

People buying and using off road vehicles represent some of the fastest growing recreational interests in America. With a good safe trail system in all States and with the education on how to use off road vehicles by such programs as the Tread Lightly Program, we can give people a good safe experience in the outdoors.

I and other CNSA representatives to the International Snowmobile Conference had the opportunity to review and discuss this proposal explanation in detail. We endorse it wholeheartedly and believe that all types of trail users should join us in supporting its passage.

Thank you very much.

Senator SYMMS. Thank you very much, Ken, for your statement.

Next is Don Wright, Director of the Blue Ribbon Association in Sacramento, California. Don.

STATEMENT OF DON WRIGHT, DIRECTOR, BLUE RIBBON COALITION

Mr. WRIGHT. Thank you, Senator. I think Clark Collins made the position of the Blue Ribbon Coalition quite clear and I won't be redundant by going back into that. I did have the opportunity to work with then assemblyman Chappie in passing the Off Highway Vehicle Code in California. I was past president of the United States Snowmobile Association, Western Division. I would like to throw in a little comment here.

I am a four wheel driver, snowmobiler, horseman, and I have my trail bikes. I hike. I'm a private pilot and a cross country skier. I'm looking forward to getting into dog sledding soon. [Laughter.]

So I think I've tried a lot of these things. I would like to say that global warming is one of our concerns, but of course I think we have some other concerns. With the world population growing as it is, I think we've had to learn to work together. But we're going to have to learn to work together better. I think in the future we're going to have to learn to play together.

We're certainly supportive of this bill. We think it goes in that direction and I hope that it will provide trails and that it doesn't dream up reasons for excluding certain people from using them.

Thank you very much for the opportunity to present my views to the subcommittee.

Senator SYMMS. Thank you very much.

I appreciate all of your testimony and your contribution to this committee hearing. Thank you.

Now we have Howard Gieger, President of the Oregon State Snowmobile Association; Rob Dingman, Motorcycle Industry Council; Jerry Jayne, Idaho Environmental Council; and Clark Collins will read a statement for Carole Vance, President of the California Association of Four Wheel Drive Club.

Howard, we'll start off with you from the Oregon State Snowmobile Association. Are you from John Day?

Mr. GIEGER. I flew over this morning.

Senator SYMMS. You flew over?

Mr. GIEGER. It was quite exciting.

Senator SYMMS. Did you have rough weather?

Mr. GIEGER. A little bit, yes.

Senator SYMMS. What did you come in?

Mr. GIEGER. A little piper. It was fun. That's the reason I was late. We had to make an emergency landing.

Senator SYMMS. Oh my heavens! Did your engine quit?

Mr. GIEGER. No, we had some other problems, though.

Senator SYMMS. Okay.

STATEMENT OF HOWARD GIEGER, PRESIDENT, OREGON STATE SNOWMOBILE ASSOCIATION

Mr. GIEGER. Thank you, Senator Symms, for allowing me to speak to this. I'm Howard Gieger, President of the Oregon State Snowmobile Association.

The Oregon State Snowmobile Association, along with about 18,000 supporting members, do support the concept of this bill. We want to commend the people that have been working on it. I'm not going to go into a great deal of detail today. I was fortunate to meet with Trent back in Washington, D.C. in June and he cleared up a lot of concerns that the people of Oregon had. I appreciate their open door policy back there. I was quite taken back that I could walk in, sit down, and talk to this. I think I made some headway for the State of Oregon.

The snowmobilers of Oregon feel that what we would like to see is a simple plan and simple management, but not so simple that it gets mishandled. We think that with a reasonable, sensible, and well managed administration plan this bill will benefit all of the user groups.

The thing that I think can really develop out of this bill is the togetherness that could happen if these user groups would work together. This is something that I've worked on for the last 15 years, trying to get all the user groups together and to have a little better understanding of each other. I think this bill possibly—hopefully—could do this.

I do have some concerns about the language in the bill, but I'm not going to go into that today. I do have a written testimony that we'll be submitting. Again, I think that the administration of this

bill is the key, and I think that's the thing that we really need to watch.

We, the snowmobilers of Oregon, are looking forward to the passing of the bill and when it gets into the workings. I think, again, it's going to benefit all of the user groups. It's going to help fill some of the shortfalls that we've been encountering.

In Oregon, we have lost about one third of our annual budget because of a tax survey that came up this year. We lost it because of the reduction in gallons allowed for each snowmobile. We groom approximately 8,000 miles of trails, which in turn, if you cover our total mileage of grooming, it's over 22,000 miles.

Again, I will be submitting written testimony. And, again, the Oregon State Snowmobile Association is supportive of the concepts of this bill.

Senator SYMMS. Thank you very much, Howard.

Rob Dingman.

STATEMENT OF ROBERT DINGMAN, MOTORCYCLE INDUSTRY COUNCIL

Mr. DINGMAN. Senator Symms and members of the committee, I appreciate the opportunity to testify before you today in support of S. 2150, the National Recreational Trails Fund Act. My name is Robert Dingman and I speak on behalf of the Motorcycle Industry Council, a non-profit national trade association representing manufacturers and distributors of motorcycles, all terrain vehicles, scooters, parts and accessories, and members of allied trades.

The Motorcycle Industry Council supports the principle of this act as an equitable means to benefit off highway recreation nationwide. It represents an excellent example of a user pay program that could really expand recreational opportunities across the Nation.

Currently users of off highway vehicles—motorcycles, snowmobiles, all terrain vehicles, and four wheel drive trucks—pay an estimated $50 million into the Highway Trust Fund but get no direct benefit from it. The Trails Fund established by this act would put those dollars back into not only OHV recreation but into non-motorized recreational activities as well since grants made from the fund would be available for both motorized and non-motorized recreational trail use. In this manner, the entire trail user community is served and the philosophy of the multiple use of public lands is reemphasized.

MIC is very concerned that in many places OHV riders are being excluded from legal use of public lands on the basis of unsubstantiated claims that such recreation harms the environment, disturbs or endangers the flora and fauna, and is inconsistent with other uses of public land. This act provides a mechanism for trails to be developed and maintained in a way which better protects the environment. Providing opportunities for appropriate use of OHVs on properly designated trails and riding areas helps to keep OHVs out of un-managed areas that may be susceptible to environmental damage. A properly managed trail environment also contributes to a safer recreational experience. Safety is a goal that should always be given a high priority.

It is very important for reasons of safety and environmental protection that a mechanism exists to provide adequate financial means to properly develop and maintain recreational trails. This legislation, in addition to returning fuel tax money to the trail users who pay it but do not presently benefit from it, would also provide an incentive for States to develop State recreational trails programs.

A major benefit of providing a formalized program of trail system improvement is the increase in economic activity it brings to the States and localities. As an example, a 1989 Colorado State University study found that in a 12 month period 200,000 off highway vehicle users spent $489 million on the purchase, registration, and maintenance of their vehicles, buying of food, fuel, camping equipment, and incidental items, and the rental of campsites and hotels. Added to that is the direct benefit of revenue from sales taxes collected on most of these expenditures.

Finally, consider the additional millions spent by skiers, hikers, and other non-motorized trail enthusiasts and it becomes clear that a good trails program means good business. Our public lands provide important resources for our Country. Not only do recreational trails economically benefit the community in which they are located, they also provide opportunities to enhance the quality of life of those who participate in various recreational activities which this legislation supports.

In closing, I would like to thank you, Senator Symms, for recognizing the need for this legislation. Its enactment will be a positive step in the direction of environmental responsibility, safety, and economic growth. We strongly support this bill and look forward to its passage.

Thank you very much and happy trails.

Senator SYMMS. Thank you very much and welcome. Did you come out here from Virginia?

Mr. DINGMAN. Yes, from Arlington.

Senator SYMMS. I hope you get an opportunity to visit some of our trails while you're here.

Clark Collins is next who will read the statement for Carole Vance.

Mr. COLLINS. I received a fax transmission from the California Association of Four Wheel Drive Associations, that would like to lend their support for this proposal. I'm going to read their opening letter, but would like to submit for the record their proposed language changes without reading them.

Senator SYMMS. All right. I appreciate that.

Mr. COLLINS. I would also like to submit for the record a copy of a fax transmission that I received yesterday from United Four Wheel Drive Association also supporting the legislation.

Senator SYMMS. It will be a part of the record. (See p. 135.)

STATEMENT OF CAROLE VANCE, PRESIDENT, CALIFORNIA ASSOCIATION OF FOUR WHEEL DRIVE CLUBS, PRESENTED BY CLARK COLLINS

Mr. COLLINS. The California Association of Four Wheel Drive Clubs, Inc. was established in 1959 to represent the interests of mo-

torized recreationists. Members of the Association seek long distance, route oriented experiences in a primitive setting. Current supply of appropriate and environmentally acceptable four wheel drive recreational opportunities is insufficient in the State of California.

The California Association of Four Wheel Drive Clubs, Incorporated formally supports the legislative proposal known as the National Recreational Trails Fund Act of 1990. Further, the Association urges that clarification be added in the following ways: some assurance should be provided that clearly indicates the legislative intent to seek a balanced use of the funds so that motorized projects do not suffer while non-motorized projects reap the benefits of the program; definitions of certain terms—recreational, trail, trail maintenance, joint use, and trail side facilities—may be appropriate and needed to assure common understanding and alleviate misinterpretation. In the event definitions are formulated, the Association respectfully requests the opportunity to review and evaluate the draft product.

Thank you very much for the opportunity to present the views of the Association today.

[Bill language changes attached to Ms. Vance's statement follow:]

LANGUAGE CHANGES

Add—Section 3(a) [after 9602(b)] " * * * to be used only for acquisition, development, maintenance, enforcement, safety, education, and administration of recreation areas used by, but not limited to use by, off-highway motorized vehicles."

Add—Section 4(b)(2)(A) " * * * Board, representing both motorized and non-motorized interests,"

Add—Section 4(c)(2) "* * * the States' agencies with primary responsibility for off-highway recreational vehicle program administration, annually * * *"

Add—Section 4(d)(4) "* * * are employed on joint use motorized and non-motorized recreational trails for the use * * *"

Senator SYMMS. Thank you very much, Clark.

I want to thank all of you for your contribution to the committee record here this morning and for this hearing.

The next witness will be Mr. Charles Sellers from the Idaho Conservation League; David Christensen, Idaho Falls; and Edith Stanger from the Horse Council.

Are you Charles?

Mr. SELLERS. Yes, I am.

Senator SYMMS. Charles, welcome to the committee. We'll be happy to hear from you.

STATEMENT OF CHARLES SELLERS, IDAHO CONSERVATION LEAGUE

Mr. SELLERS. Thank you. I'm representing the Idaho Falls chapter of the Idaho Conservation League.

The Idaho Conservation League is an association of individuals concerned with the enjoyment and preservation of Idaho's wild lands and wilderness areas. Our members enjoy this rugged geography in a variety of ways—hiking, backpacking, skiing, fishing, sightseeing, and wildlife watching are only a few of them—to access the many corners of Idaho that we love to travel extensively on this State's highway and off highway systems.

As an example, a recent study by American Birder magazine showed that the serious bird watcher drives an average of 2,800 miles a year in pursuit of his hobby. Since unusual birds as well as Blue Ribbon Trout streams and wilderness trail heads are rarely located on highway exit ramps, I believe ICL members within Idaho accumulate millions of miles each year of travel on unimproved dirt and gravel roads.

The monies that Senator Symms intends to appropriate comes from all users of Idaho's public lands, not just off road motor vehicle drivers. I'd like to go on record that I object to the repeated use of language which indicates that non-motorized users would be getting a free ride. I believe that they pay for themselves. Any use of these monies must take this into account.

Because of the different needs of the various user groups, I speculate that equitable distribution of these funds, should they be returned to the States, would be problematic.

As an additional point, I have never heard our members refer to Highway Trust Fund dollars as "ill gotten". Noting the condition of our maintained roads, we have never considered there to be a surplus available for other uses.

Concerning the improvement of our recreational trails systems, we believe that adequate funding for this should be provided within the budgets of the agencies managing our public lands. The deterioration that Senator Symms is concerned with is due to the neglect of the recreational values of our forests, mountains, and deserts. Poor land management resulting in exploitation—instead of improvement—of our resources is what our elected representatives should focus on. This is the root of our trails problem.

This issue should be addressed at the congressional level during the appropriations process and not muddled by the inclusion of additional questionable funding sources. Our Congress has a responsibility to change the current philosophy of agencies such as the Forest Service and Bureau of Land Management to one of stewardship of the land and to adequately fund and monitor them. Until this is done, the Idaho Conservation League sees little use for a National Recreational Trails Fund Act.

Thank you.

Senator SYMMS. Thank you.

Edith.

STATEMENT OF EDITH STANGER, THE IDAHO HORSE COUNCIL

Ms. STANGER. I'm Edith Stanger, Senator, and I thank you for this opportunity to appear, even though my statement will be an informal one. I'm representing the Idaho Horse Council which in turn represents the equine users across our entire State—rodeo, racing, trail users, et cetera.

Unfortunately, the Council did not have time to meet with and to get a formal vote of approval or rejection for the bill because we do formulate our policy through all of our members and directly through action by the Board of Directors.

I'm also indirectly representing the American Horse Council through the request of Amy Wallop who is the executive secretary of our Health and Regulatory Commission on the Council, which

I'm sure you're well aware of because you've worked with us closely in the past.

As for my own credentials, I'm past president of the Idaho Horse Council. I've served on the National Appaloosa Board of Directors. During that time we completed the development of the Chief Joseph Retreat Trail. I'm currently serving on the Idaho Horse Board.

As I said, the Idaho Horse Council has not had an opportunity to formalize any action in regard to this bill. However, I would like to emphasize again that I resent the implication that we do not pay our way as horseback users. We are one of the most viable and important parts of our State's economy and we certainly have done a lot of work in developing trail heads. We've done a lot of work in trail maintenance and adopting trails.

Traditionally, both the American Horse Council and the Idaho Horse Council have been very supportive of multiple trail use and development recognizing that there are only so many miles of trails. There are only so many miles of trails that are available for use.

I do want to assure you and the committee that we are most interested in this bill and that as equine recreational users we will be most interested in following the progress of the bill and also that we do again want to emphasize our interest and support of multiple use trails.

Thank you.

Senator SYMMS. Thank you very much, Edith.

Are there further witnesses in the audience?

Sir, come on up.

Thank you both very much. We appreciate your testimony.

STATEMENT OF MARTY HUBNER, IDAHO TRAILS COUNCIL

Mr. HUBNER. Senator, my name is Marty Hubner. I was coming here to make a statement on behalf of the Idaho Trails Council, but I understand that's being forwarded to you by another channel.

I would like to thank you for your interest and concern in recreational trails in Idaho and throughout the Country. It is a subject that is very near and dear to my heart.

Back in 1971, Orville Hansen, then Congressman here, asked me to Chair and organize the first Idaho Trails Symposium, which is an outgrowth of the 1968 Trails Symposium held in Washington, D.C. Congressman Hansen's concerns were to make sure that Idaho trails, as a recreational resource, were available to the citizens of the State, the character building it would provide, and that the recreational benefits would be available.

I insisted, in organizing this Trails Symposium, that we have representatives from all major trail users—motorized, non-motorized, historical trails, and the like. The outcome of this very successful symposium was the Idaho Trails Council which is a viable organization that has been going on now for about 20 years. Our major focus in this organization is two fold—to make sure that we have adequate support for trail maintenance in the State and to resolve trail conflicts between different kinds of trail users. It's been pretty successful.

I'll be the first to compliment the motorized trail users for their support in trail maintenance. But they're overlooking the fact that many other groups who don't go to the trouble of publicizing their efforts are involved in voluntary trail maintenance. There's a lady here in the audience this morning from the Idaho Back Country Horsemen—Idaho Alpine Club, a local group that works on trails, the Boy Scouts—there's a group of people who banded together only to work on trails. They call themselves the Friends of the Forest. In Northern Idaho there are several groups. Other groups like the Sportsmen's Clubs and the Nordic Ski Patrols have also worked on the trails.

I myself have served on the Advisory Committee for the National Continental Divide Scenic Committee and belong to a number of outdoor groups including anything from being a life member of the NRA to Southwest Utah Wilderness Alliance and the Nordic Skiing Chairman of the International Ski Patrols.

ITC has already sent a statement in support of your legislation, but I think there is a more straightforward way to get what we want and to protect and enhance the trail resource for all recreational users. That's been alluded to by some of the other people here this morning.

I don't know how many times I've sat in the Idaho Trail Council meetings with representatives from the Bureau of Land Management and the Forest Service and the States and the private users—skiers, snowmobilers, and the like—and heard the Forest Service say, "We sure would like to do more on trails. We'll do what we can with your volunteer groups, but we don't have any money for trails this year." It's been a sorry picture in the funding of Congress for the resource agencies that the Forest Service has not received enough money even to maintain the trails that they want to maintain. That's a given.

One year—I don't remember which forest it was—one year that local forester had money allocated for three miles of trail maintenance out of hundreds that he had under his jurisdiction. The major thesis is this: I support your idea in principle because you have it on the right track, but I think a more straightforward way of doing this would be to take money from the Forest Service and Bureau of Land Management money that goes to support road building for such things as building roads into logging areas for deficit logging operations and take that money, put the loggers to work in building trails and maintaining trails. By doing that, they would keep employed, the resource would be enhanced, and we would all benefit.

I guess I think that having another layer of bureaucracy to do what has to be done, is already mandated to be done, and should be a lot more straightforward.

That's all I have to say, sir. Thank you.

Senator SYMMS. Thank you very much, Marty. I appreciate it.

If there are no further witnesses, the hearing record will be held open for the next two weeks. The committee stands adjourned.

[Whereupon, at 11:48 a.m., the subcommittee was adjourned, to reconvene at the call of the Chair.]

[Statements submitted for the record and the bill S. 2150 follows:]

STATEMENT OF
STAN TIXIER, REGIONAL FORESTER, INTERMOUNTAIN REGION
FOREST SERVICE
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
Subcommittee on Water Resources, Transportation, and Infrastructure
Committee on Environment and Public Works
United States Senate

Concerning S. 2150, the "National Recreational Trails Fund Act of 1990"

August 22, 1990
Idaho Falls, Idaho

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to participate in this hearing. At this time, the Administration has not reached an official position on S. 2150, but I appreciate this opportunity to explain what we are doing to provide recreational trails on the National Forests in the Intermountain Region.

Prior to the mid-1940's, trails, rather than roads, provided most of the access to the National Forests. Trails were used primarily for administrative activities such as fire suppression and supplying lookouts. Today, the trails system is used primarily for recreation. The types of uses have changed from mostly horseback riding and hiking to a variety of motorized and non-motorized recreation activities today, such as hiking, horseback riding, motorcycling, snowmobiling, mountain bicycling, and all-terrain vehicle riding. In addition, we have constructed interpetive trails and trails for the physically challenged. Thus, we have a major challenge to provide trails for a wide variety of users.

National Perspective

In 1989, the Forest Service constructed or reconstructed over 1,700 miles of trails. The total trail system now has 108,000 miles, an increase of 13,000 miles since 1975. We have been building new trails and reconstructing existing and abandoned trails to take advantage of scenic vistas and historic sites; create loop trails; offer diverse recreational experiences; and provide urban residents with more access to their National Forests.

Recreational trail use has doubled over the last 20 years and now accounts for nearly 30 million recreation-visitor-days, or 12 percent of the total National Forest recreation use.

The 1990 Resources Planning Act (RPA) Program indicates that trail use for recreation and other purposes will continue to grow in popularity. Motorized and non-motorized use of National Forest trails and roads is expected to increase 25 percent by the year 2000. Use in wilderness, which contains 30 percent of the existing trail system, is expected to increase 40 percent by the year 2000.

National Forest Trail User Groups

The Forest Service classifies trail use into two broad categories, motorized and non-motorized.

Using Recreational Opportunity Spectrum (ROS) classes, Forest Plans address the need to designate areas as suitable for motorized or off-highway use. Travel

Plans, free upon request, are prepared and updated annually on each Ranger District.

Nationwide, 30 percent, or over 32,000 miles of trails are open to motorcycles, and 20 percent or 22,000 miles are open to all-terrain vehicles. In Idaho, 45 percent, or 8,000 miles of trails are open to motorcycles. In addition, over 80 percent of the National Forest road system is open year-round or seasonally to four-wheel-drive use. Snowmobile users have been Forest Service "customers" for over 30 years.

Non-motorized recreational trail users include horseback riders, hikers, cross-country skiers, and mountain bicycle riders. Mountain bicycling is a new trail use that is continuing to grow in popularity.

With the range of user groups I've mentioned, it is important we develop a consensus from this diverse group of recreational trail users on how we can best continue to upgrade our trail system. We encourage the various trail user groups to meet and work together on the designations and development of recreational trail use on National Forests.

Coordination with Local and State Agencies and User Groups

The Forest Service has numerous partners in recreation trails management. We appreciate support from local, State and other Federal agencies as well as the different user groups.

An example where we have coordinated off-highway use with local and State agencies is on snowmobile trails in Idaho where the trails on National Forests are groomed by local snowmobile club members and Forest Service employees. These agreements are funded by State recreation appropriations derived from snowmobile registration fees and monies obtained from State off-highway fuel taxes.

The State of Idaho also collects money for vehicle registration of summer recreational off-highway vehicles and uses this money to improve recreational opportunities for summer off-highway recreational users. Through partnerships with the Forest Service and others, the money is used to maintain and improve trails for motorized recreation use.

The Piute ATV Trail in Utah -- a 200-mile off-highway vehicle trail connecting Richfield, Fillmore, Circleville, and Marysville -- is a cooperative effort among city, county, and State and other Federal agencies in providing direct access to the trail from local communities.

The Forest Service relies on partnerships with user groups for trail maintenance and construction. Some examples of these partnerships include:

-- Statewide backcountry horseback organizations in Idaho as well as the other western States.

-- Local and national environmental and trail organizations serving as volunteers.

-- And here in Idaho, the Idaho Trail Machine Association maintains 400 miles of trails on National Forest System lands.

Trail Construction and Maintenance

The 1989 General Accounting Office report, "Maintenance and Reconstruction Backlog on Forest Trails" (GAO/RCED-89-182), estimates a backlog of 195 million dollars in needed trail reconstruction or maintenance. This backlog has resulted from increased use, weathering, and reduced maintenance.

Funding for National Forest trails, however, has nearly doubled from about 20 million dollars in FY 1987 to about 37 million dollars in FY 1989.

As I stated earlier, we make extensive use of volunteers to maintain trails. Other programs, such as cost-sharing partnerships and "Adopt-a-Trail," also help us fund and perform trail maintenance and reconstruction work. These efforts allow Forests to stretch Federal dollars further in meeting high priority needs. An example of this type of partnership in Idaho is the Big Springs Interpetive Trail in Island Park on the Targhee National Forest. Here, Fremont County and the Targhee National Forest combined resources to construct an interpetive trail along the Henry's Fork of the Snake River. This trail provides an outstanding opportunity for people, including the physically challenged, to learn about the unique geology, waterfowl, and wildlife in the area.

Summary

1. We have seen recreation trail use double over the past 20 years. We expect this increase to continue based on input from user groups and our Forest planning efforts.

2. We have a significant trails construction and maintenance backlog that we are working to reduce as budgets permit and with the help of volunteer and partnership programs.

3. We will continue to increase our use of volunteers and partnerships with user groups and local and State agencies. By working together, we can more efficiently utilize our resources and funds to complete needed trail construction and reduce the trail maintenance backlog.

4. Finally, we will continue to emphasize the need for the various trail user groups to work together to improve the recreational trails system on the National Forests.

I will be pleased to answer your questions or provide additional information.

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
IDAHO STATE OFFICE
3380 AMERICANA TERRACE
BOISE, IDAHO 83706

IN REPLY REFER TO

Statement by Delmar Vail, Idaho BLM State Director, for the Idaho Falls hearing August 22, 1990, on S.2150, National Recreation Trails Fund Act

I am very pleased to be here today to provide a summary background on the Bureau of Land Management's trails program in Idaho. The original information was compiled for the National Park Service to be included in a regional trail directory. We request that the attached complete breakdown of the number of trails, miles and narrative description for each of our six districts be included in the permanent hearing record.

Idaho BLM administers portions of four Nationwide components of the National Trail System: Lewis and Clark, Continental Divide, Nez Perce, and Oregon Trail. In addition, four local recreation trails (Mineral Ridge, Marble Creek, Hull's Gulch, and Lake Creek Trails) are designated as National Trails. These eight trails give BLM 566 miles of National Trails System trails in Idaho.

Other recreation trails administered by BLM offer a variety of uses including pedestrian, pack and saddle, bicycles, mountain bicycles, cross-country skiing, motorcycles, 4-wheel drive vehicles, all terrain vehicles (ATVs), and snowmobiles. Hikers and horseback riders use 44 trails, totalling 189 miles; motorcycles and ATVs use 82 trails, totalling 464 miles.

Many of the trails are undeveloped, however, there are over 70 miles of developed recreation trails, offering a variety and mix of uses such as hiking, horseback riding, mountain biking, and off-road vehicle (ORV) use.

Traditionally, BLM has filled a role in the recreation area as a provider of undeveloped and primitive camping and hiking opportunities. However, budget allocation restraints and other priorities within the recreation site maintenance program have left many of our developed areas instead at different levels of development. Although this is changing as we move towards implementing our long term strategy plans in "Recreation 2000, Unlimited Outdoor Adventure", in many instances the surfaces of our trails need rebuilding and vegetation removed to make them usable again.

I appreciate the opportunity to highlight our involvement in the trails program and to provide the indepth background material for the record.

Thank you.

Boise District, Bureau of Land Management

(5,450,000 acres) The Boise District includes all of the public lands administered by the Bureau of Land Management (BLM) in southwestern Idaho. The area extends from the city of McCall at the northern end to the Idaho/Nevada line at the south and from the city of Hagerman on the east to the Idaho/Oregon border. Idaho's largest population center, the Boise metropolitan area, is within the central part of the area.

The country ranges from mountain ranges to desert plateaus and canyons. Coniferous forests grow in the higher elevations, while grasses and shrubs dominate the desert areas. Summers are hot and dry, while the winters are cold and moist. Many areas are covered with snow during the winter months.

Twenty-five areas totalling 750,000 acres are being studied for possible designation as wilderness. Spectacular desert canyons are found in most of these wilderness study areas. The Bruneau, Jarbidge, and Owyhee Rivers have been recommended to Congress for designation as National Wild Rivers. Several other rivers have also been identified for possible inclusion into the National Wild and Scenic Rivers System. The most notable of these is the Payette, which is one of the heaviest used rivers in Idaho for whitewater boating. Other significant attractions include the Snake River Birds of Prey Area and Silver City, an old mining town in the Owyhee Mountains.

The most notable of the developed trails include the Oregon National Historic Trail and the Hulls Gulch National Recreation Trail. On public lands, 140 miles of Oregon Trail and associated historic route remnants have been marked. The Hulls Gulch National Recreation Trail provides environmental education opportunities just a few miles from Boise. Several other areas offer identified and maintained trails for motorized use.

There are 1,048 miles of identified and maintained trails in the district, including 300 miles of boatable rivers. In addition, there are thousands of miles of primitive roads and "jeep trails" which are available for public use, providing abundant trail-related recreation opportunities. All that one needs are maps, the proper equipment, and common sense to enjoy outstanding hiking, backpacking, horseback riding, and motor vehicle activities in most of southwestern Idaho.

The desert environment is also conducive to cross-country travel off the confines of established routes. Such cross-country travel provides for an adventuresome recreation experience. Many canyon areas offer challenging opportunities for experienced hikers and backpackers in areas of unsurpassed scenery and solitude.

Contact: Boise District
Bureau of Land Management
3948 Development Avenue
Boise, Idaho 83705

PACIFIC NORTHWEST REGIONAL TRAILS INVENTORY

Complete the following for each management area.

STATE IDAHO
MANAGEMENT AREA NAME BOISE DISTRICT
TOTAL ACREAGE 5,450,000
MANAGEMENT AGENCY NAME BUREAU OF LAND MANAGEMENT
COUNTY(S) ADA, ADAMS, BOISE, CANYON, ELMORE, GEM, OWYHEE, PAYETTE, TWIN FALLS, VALLEY, WASHINGTON

TRAIL USE BREAKDOWN

Trail Use	Number of Trails	Number of Miles
TOTAL/AREA	60	1048
PEDESTRIAN	6	147
PACK AND SADDLE	29	147
BICYCLE	0	0
MT. BICYCLE	35	203
X-COUNTRY SKI	10	25
MOTORCYCLE	53	674
FOUR WHEEL DRIVE/ ALL TERRAIN VEHICLE	43	393
SNOWMOBILE	9	20
INTERPRETIVE	2	6
BARRIER-FREE	1	1
WATER TRAILS	5	300
NATIONAL TRAILS (National Recreation, National Scenic or National Historic)	2	95

PUBLIC INFORMATION CONTACT:
Office Name BOISE DISTRICT, BLM
Address 3948 DEVELOPMENT AV.
BOISE IDAHO 83705
Phone # 208 334-1582

FORM COMPLETED BY:
Name WALTER MEYER
Address 3948 DEVELOPMENT AV.
BOISE IDAHO 83705
Phone# 208 334-1582

THIS SECTION FOR NATIONAL PARK SERVICE REGIONAL OFFICE ONLY
AREA CODE_____ AGENCY CODE_____ AGENCY TYPE_____
ENTRY DATE_____ INITIALS_____

Burley District - Bureau of Land Management

(1,200,000 acres) The Burley District of the Bureau of Land Management (BLM) is located in southcentral Idaho adjacent to the Snake River. The terrain varies from flat to rolling sagebrush/juniper covered terrain to rugged mountainous terrain covered with aspen, fir and pine. Elevation within the district varies from 4000 feet to over 8000 feet. The district has 22 developed or semi-developed recreation sites ranging from camping and picnicking facilities to boat ramps, trailheads, and interpretive sites. Remnants of four major emigrant trails--The Oregon Trail, The California Trail, Hudspeth's Cutoff, and the Salt Lake Cutoff, totalling over 42 miles of trail segments are still intact.

The Oregon National Historic Trail within the District includes 15 miles and is divided into two major segments with a few scattered and isolated segments.

The longest portion of the Oregon Trail is the Raft River-Horse Butte segment that is eight miles long located on a lava plain covered with shallow soil, sagebrush, and grass. From the high points along the trail, a wide vista of the Snake River Plain can be seen. To reach this segment of trail, take the Yale exit off Interstate Highway 84 (17 miles east of Burley) and go east 1-1/2 miles and then two miles north.

The other major portion of the Oregon Trail is the five mile long Milner segment which is located inside the Milner Historic/Recreation Area along the Snake River, west of Burley. Recreation facilities such as an Oregon Trail Interpretive Shelter, picnic sites, boat ramps/docks, and a nature trail can be found nearby. To reach the site, go eight miles west of Burley on U.S. Highway 30, then two miles north towards the Snake River.

Other major historic trails include the California Trail and its branches, the Hudspeth Cutoff, and the Salt Lake Cutoff. Located south of Burley, the California Trail and Salt Lake Cutoff pass through the City of Rocks National Reserve located 40 miles southeast of Burley.

At various sites in the vicinity of the trails one can participate in riding, boating, and fishing and hunting in season; with developed facilities including boat ramps, campgrounds, picnic sites, interpretive shelters provided for visitors.

Contact: Burley District
Bureau of Land Management
Route 3, Box 1
Burley, Idaho 83318

35-249 O - 90 - 3

PACIFIC NORTHWEST REGIONAL TRAILS INVENTORY

Complete the following for each management area.

STATE IDAHO
MANAGEMENT AREA NAME BURLEY DISTRICT
TOTAL ACREAGE 1,200,000
MANAGEMENT AGENCY NAME BUREAU OF LAND MANAGEMENT

COUNTY(S) BANNOCK, BLAINE, CASSIA, JEROME, MINNIDOKA, ONEIDA, POWER, TWIN FALLS

TRAIL USE BREAKDOWN

Trail Use	Number of Trails	Number of Miles
TOTAL/AREA	3	18
PEDESTRIAN	1	1
PACK AND SADDLE	0	0
BICYCLE	0	0
MT. BICYCLE	0	0
X-COUNTRY SKI	0	0
MOTORCYCLE	0	0
FOUR WHEEL DRIVE/ ALL TERRAIN VEHICLE	0	0
SNOWMOBILE	0	0
INTERPRETIVE	1	2
BARRIER-FREE	0	0
WATER TRAILS	0	0
NATIONAL TRAILS (National Recreation, National Scenic or National Historic)	1	15

PUBLIC INFORMATION CONTACT:
Office Name BURLEY DISTRICT, BLM
Address ROUTE 3, BOX 1
BURLEY IDAHO 83318
Phone # 208 678-5514

FORM COMPLETED BY:
Name BILL BOGGS
Address ROUTE 3, BOX 1
BURLEY IDAHO 83318
Phone# 208 678-5514

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AREA CODE_____ AGENCY CODE_____ AGENCY TYPE_____
ENTRY DATE_____ INITIALS_____

Idaho Falls District - Bureau of Land Management

(2,500,000 acres) The Idaho Falls District of the Bureau of Land Management (BLM) is located in the southeastern portion of Idaho and borders Montana on the north, Wyoming on the east and Utah on the south. Its western boundary follows irregular county lines southeast from Craters of the Moon National Monument to Pocatello and then south to the Utah border.

Designated trails for public use are scattered throughout the District and include interpretive hiking, off-highway vehicle and historic opportunities. The landscapes they traverse range from barren lava flows, tree covered foothills, lush streamside vegetation, and sage covered foothills and flat plains.

Within the foothills surrounding Pocatello, nearly 60 miles of trails are designated for motorcycle, all-terrain and four-wheel drive use. Routes follow ridgelines, drainage bottoms and ascend steep slopes, and offer easy to challenging terrain. Access to other trails in the adjacent Caribou National Forest lands is available from some of the BLM trails.

The five-mile long Stinking Springs motorcycle trail winds up a south facing slope in the Snake River Canyon 25 miles northeast of Idaho Falls near Heise Hot Springs. The trail begins in sagebrush covered hills and follows a drainage to the rim of the canyon where views of the river are spectacular. Intermediate trail riding skills are needed to negotiate most of the terrain the route follows.

Two one mile long interpretive trails are located near Idaho Falls. The Hell's Half Acre Trail System is 16 miles south on I-15. Walks take a visitor through a recent lava flow where signs interpret the flora, fauna and geology of this unusual landscape. The other trail, 20 miles northeast of Idaho Falls along the South Fork of the Snake River, offers hikes along a warm springs creek filled with watercress and shaded by tall trees. Along the trail a high overlook provides views of the cottonwood shrouded Snake, agricultural lands and distant mountains.

Two National Historic Trail segments are within the District. The Nez Perce (Nee-Me-Poo) crosses the northern portion of the District for 51 miles in an east-west direction at the southern base of the Continental Divide. This 1,170 mile trail is the route used by the nontreaty Nez Perce Indians during the summer and fall of 1877 in their attempt to escape the United States Army and seek peace in Canada. The Oregon Trail including Goodale's Cutoff, Hudspeth Cutoff, Lander Road and the Main Trail criss-cross the central and southern part of the District. The routes were used by early settlers traveling westward to the Oregon country. Both historic trails are intermittently marked or identified.

Contact:
Idaho Falls District
Bureau of Land Management
940 Lincoln Road
Idaho Falls, Idaho 83401

PACIFIC NORTHWEST REGIONAL TRAILS INVENTORY

Complete the following for each management area.

STATE IDAHO
MANAGEMENT AREA NAME IDAHO FALLS DISTRICT
TOTAL ACREAGE 2,500,000
MANAGEMENT AGENCY NAME BUREAU OF LAND MANAGEMENT

COUNTY(S) BANNOCK, BEAR LAKE, BINGHAM, BLAINE, BONNEVILLE, BUTTE, CARIBOU, CLARK, FRANKLIN, FREMONT, JEFFERSON, MADISON, POWER, TETON

TRAIL USE BREAKDOWN

Trail Use	Number of Trails	Number of Miles
TOTAL/AREA	41	412
PEDESTRIAN		
PACK AND SADDLE		
BICYCLE		
MT. BICYCLE		
X-COUNTRY SKI		
MOTORCYCLE	36	63
FOUR WHEEL DRIVE/ ALL TERRAIN VEHICLE	36	63
SNOWMOBILE		
INTERPRETIVE	2	2
BARRIER-FREE		
WATER TRAILS		
NATIONAL TRAILS (National Recreation, National Scenic or National Historic)	2	347

PUBLIC INFORMATION CONTACT:
Office Name IDAHO FALLS DISTRICT, BLM
Address 940 LINCOLN ROAD
IDAHO FALLS, IDAHO 83401
Phone # 208 529-1020

FORM COMPLETED BY:
Name JOHN BUTZ
Address 940 LINCOLN ROAD
IDAHO FALLS, IDAHO 83401
Phone# 208 529-1020

THIS SECTION FOR NATIONAL PARK SERVICE REGIONAL OFFICE ONLY
AREA CODE_____ AGENCY CODE_____ AGENCY TYPE_____
ENTRY DATE_____ INITIALS_____

Salmon District Bureau of Land Management

(1,300,000 acres) The Salmon District of the Bureau of Land Management (BLM) abuts the Continental Divide in East Central Idaho, and contains the 112 miles of the Upper Salmon River which is known for its steelhead fishing. Elevations range from 4,000 to over 11,000 feet. Big game herds, such as elk and antelope, abound in the District.

Near Salmon, the scene is mountain valleys dominated by the spectacular Bitterroot Mountains to the northeast. The Upper Salmon and Lemhi Rivers flow through the valleys. A 35 mile segment of the Lewis and Clark National Historic Trail Route traverses the District from Lemhi Pass, where the Lewis and Clark Expedition crossed the Continental Divide for the first time. With them, the Indian woman, Sacajawea, returned to the valley of her birth.

Nearby, the District manages about 30 miles of the Continental Divide National Scenic Trail, which winds its way for 3100 miles down the Nation's backbone, offering spectacular views of the Bitterroots. Near Leadore, approximately 30 miles of the Nez Perce National Historic Trail retraces the route of the Nez Perce's attempted escape from the U.S. Army.

The National Historic and Scenic Trails offer segments for both motorized access and pedestrian traffic. The Upper Salmon River enjoys good access, as State Highway 75 or U.S. 93 parallel the river through most of the District. Weather extremes are common, with 90 degree ⁻ days in the summer and below zero lows common during the winter months. Depending upon the amount of snow, many of the trails are not accessible.

The BLM grooms over 175 miles of snowmobile trails near Salmon. The Agency Creek Trail connects with trails over and along the Continental Divide in Montana. The Williams Creek Trail heads west of Salmon into the Salmon Mountains. Both trails offer excellent snowmobiling opportunities and spectacular views and are cooperatively managed by the BLM and U.S. Forest Service.

In the Challis area, the scene is rugged mountains with elevations ranging from 5,000 feet in the valleys to over 12,000 feet. BLM lands dominate the valleys, offering access to the Upper Salmon River and thousands of square miles of r ,ged mountain country. Borah Peak, the State's tallest peak, is located in these mountains.

As with many outdoor activities, risk is involved. Access to some of the trails involves steep, rugged terrain and narrow, seldom maintained four wheel drive access roads. Users should contact the BLM for weather and road conditions prior to any visit.

Contact: Salmon District
Bureau of Land Management
P.O. Box 430
Salmon, Idaho 83467

PACIFIC NORTHWEST REGIONAL TRAILS INVENTORY

Complete the following for each management area.

STATE IDAHO
MANAGEMENT AREA NAME SALMON DISTRICT
TOTAL ACREAGE 1,300,000
MANAGEMENT AGENCY NAME BUREAU OF LAND MANAGEMENT
COUNTY(S) CUSTER, LEMHI

TRAIL USE BREAKDOWN

Trail Use	Number of Trails	Number of Miles
TOTAL/AREA	0	0
PEDESTRIAN	1	2
PACK AND SADDLE	0	0
BICYCLE	0	0
MT. BICYCLE	0	0
X-COUNTRY SKI	0	0
MOTORCYCLE	0	0
FOUR WHEEL DRIVE/ ALL TERRAIN VEHICLE	0	0
SNOWMOBILE	2	175
INTERPRETIVE	0	0
BARRIER-FREE	0	0
WATER TRAILS	1	112
NATIONAL TRAILS (National Recreation, National Scenic or National Historic)	3	95

PUBLIC INFORMATION CONTACT:
Office Name SALMON DISTRICT, BLM
Address P.O. BOX 430
SALMON, IDAHO 83467
Phone # 208 256-5400

FORM COMPLETED BY:
Name PETE SOZZI
Address P.O. BOX 430
SALMON IDAHO 83467
Phone# 208 256-5400

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AREA CODE_____ AGENCY CODE_____ AGENCY TYPE_____
ENTRY DATE_____ INITIALS_____

Shoshone District - Bureau of Land Management

(1,747,00 acres) The Shoshone District of the Bureau Land Management (BLM) contains a large portion of the Snake River Plain with its associated high elevation desert and lava flows. The northern end of the District is a transitional zone between the desert and the forested mountains of the Idaho Batholith. This mountainous area is the setting for the year-round, internationally famous, Sun Valley Resort along with its associated recreational developments. Moving from south to north, elevations range from 2500 feet on the Snake River to 9300 feet on top of Blizzard Mountain.

Sagebrush is the dominant vegetation in the area. Thus, in many areas, horse, foot and motorcycle travel do not require a constructed trail. Popular destinations like the Gooding City of Rocks Scenic Area in the Bennett Hills or several of the desert Wilderness Study Areas can be reached by cross country travel. The District also offers hundreds of miles of primitive roads. Most of these are open to mountain bikes, off highway vehicles and horses. In the spring and fall, these areas provide uncrowded freedom, spectacular vistas, and an opportunity to enjoy the outdoors along with a feeling of the Old West.

In the summer, most people head for the Sun Valley - Wood River country. The Big Wood River National Recreation Trail is located here. This popular, six mile trail is open to all types of nonmotorized use. For a more challenging hike, consider the pack trail to the top of Bald Mountain. This trail is located between the wintertime ski runs and offers a spectacular view of the entire Wood River Valley and the surrounding mountains.

One unique attraction of the Wood River Valley is the separate system of pedestrian - equestrian - bicycle trails. Portions of this trail network are on BLM lands. The trails provide access to several picnic areas and parks as well as connecting all of the communities in the valley. Mountain bikers can use these paved, community trails to access several backcountry mountain bike trails. The BLM and U.S. Forest Service have published a guidebook which contains maps and descriptions for thirty mountain bike routes around the Wood River Valley.

Contact: Shoshone District
Bureau of Land Management
P.O. Box 2B
Shoshone, Idaho 83352

PACIFIC NORTHWEST REGIONAL TRAILS INVENTORY

Complete the following for each management area.

STATE IDAHO
MANAGEMENT AREA NAME SHOSHONE DISTRICT
TOTAL ACREAGE 1,747,000
MANAGEMENT AGENCY NAME BUREAU OF LAND MANAGEMENT

COUNTY(S) BLAINE, CAMAS, ELMORE, GOODING, JEROME, LINCOLN, MINIDOKA

TRAIL USE BREAKDOWN

Trail Use	Number of Trails	Number of Miles
TOTAL/AREA	13	123
PEDESTRIAN	6	24
PACK AND SADDLE	4	15
BICYCLE	2	5
MT. BICYCLE	4	13
X-COUNTRY SKI	3	10
MOTORCYCLE	0	0
FOUR WHEEL DRIVE/ ALL TERRAIN VEHICLE	0	0
SNOWMOBILE	4	92
INTERPRETIVE	0	0
BARRIER-FREE	1	3
WATER TRAILS	0	0
NATIONAL TRAILS (National Recreation, National Scenic or National Historic)	1	6

PUBLIC INFORMATION CONTACT:
Office Name SHOSHONE DISTRICT - BLM
Address P.O. BOX 2B
SHOSHONE IDAHO 83352
Phone # 208 886-2206

FORM COMPLETED BY:
Name RICK VANDERVOET
Address P.O. BOX 2B
SHOSHONE IDAHO 83352
Phone# 208 886-2206

THIS SECTION FOR NATIONAL PARK SERVICE REGIONAL OFFICE ONLY
AREA CODE_____ AGENCY CODE_____ AGENCY TYPE_____
ENTRY DATE_____ INITIALS_____

Coeur d'Alene District, Bureau of Land Management

(244,000 acres) The Coeur d'Alene District of the Bureau of Land Management (BLM) is comprised of land tracts scattered throughout a 220-mile long by 70-mile wide area of the northern Panhandle of Idaho. This ten county area contains a topographic profile ranging from river canyon areas with elevations less than 1,000 feet to mountain peaks with elevation exceeding 8,400 feet. The mountainous region includes some of the most varied geology in Idaho. Vegetation varies from the dry grasslands and ponderosa pine forests common to the Columbia Plateau Physiographic Province to the more moist fir, hemlock and cedar forests of the Northern Rocky Mountain Physiographic Province. There is an equally varied diversity of wildlife including 24 species of amphibians and reptiles, 220 species of birds, 79 species of mammals and 43 species of fish that are known or are likely to occur.

Seven trails are signed and maintained providing 15.4 miles of unsurfaced paths for day hikes and hunting and fishing access. Most notable is the Mineral Ridge National Recreation Trail. This scenic 3.3-mile trail with a 700 foot rise in elevation offers the hiker a lofty overlook of Coeur d'Alene Lake, renowned as one of the most beautiful lakes in the world. The loop trail, with two spurs, winds to the summit of Mineral Ridge at a gentle six per cent grade. Following the ridgetop before descending back to the parking lot, the trail has several scenic overlooks. Trail guide booklets, available at the trailhead, are keyed to numbered stations along the trail. The natural forest environment and the history of mining on Mineral Ridge are interpreted. To reach the trailhead from Coeur d'Alene, travel seven miles east on Interstate 90, take the Wolf Lodge exit (exit 22), and follow State Highway 97 south and west along the lakeshore for about two miles to the signed BLM picnic area on the left. Because of the large number of hikers, the trail is managed for pedestrian use only.

A short distance from Mineral Ridge is the half-mile long Beauty Bay Trail. Mostly level, this short trail also offers outstanding scenic views of Coeur d'Alene Lake. The other remaining District trails are backcountry, mountain trails providing access to alpine lakes. These rugged, rocky trails are extremely scenic. Because of their high elevation locations, they are snowed in for seven to nine months each year.

Twenty-two additional trails totalling 117.3 miles (42 BLM miles) are jointly administered by the BLM and various units of the U.S. Forest Service. These are backcountry, mountain trails and are inventoried as part of the National Forest trail system. Of particular interest is the Marble Creek Trail System consisting of eight trails totalling 53.7 miles. Portions of five of these trails (26.7 miles) are National Recreation Trails. The Marble Creek drainage combines historic and scenic attractions with fishing and hunting opportunities. Reference the various northern Idaho National Forest listings for additional information on these trails.

Contact: Coeur d'Alene District
Bureau of Land Management
1808 North Third Street
Coeur d'Alene, Idaho 83814

PACIFIC NORTHWEST REGIONAL TRAILS INVENTORY

Complete the following for each management area.

STATE IDAHO
MANAGEMENT AREA NAME COEUR D'ALENE DISTRICT
TOTAL ACREAGE 244 000
MANAGEMENT AGENCY NAME BUREAU OF LAND MANAGEMENT

COUNTY(S) BENEWAH, BONNER, BOUNDARY, CLEARWATER, IDAHO, KOOTENAI, LATAH, LEWIS, NEZ PERCE, SHOSHONE

TRAIL USE BREAKDOWN

Trail Use	Number of Trails	Number of Miles
TOTAL/AREA	7	15.4
PEDESTRIAN	7	15.4
PACK AND SADDLE	4	9.6
BICYCLE	0	0
MT. BICYCLE	0	0
X-COUNTRY SKI	0	0
MOTORCYCLE	3	7.6
FOUR WHEEL DRIVE/ ALL TERRAIN VEHICLE	0	0
SNOWMOBILE	0	0
INTERPRETIVE	1	3.3
BARRIER-FREE	0	0
WATER TRAILS	0	0
NATIONAL TRAILS (National Recreation, National Scenic or National Historic)	1	3.3

PUBLIC INFORMATION CONTACT:
Office Name COEUR D'ALENE DISTRICT-BLM
Address 1808 NORTH THIRD STREET
COEUR D'ALENE IDAHO 83814
Phone # 208 765-1511

FORM COMPLETED BY:
Name TERRY KINCAID
Address 1808 NORTH THIRD STREET
COEUR D'ALENE IDAHO 83814
Phone# 208 765-1511

THIS SECTION FOR NATIONAL PARK SERVICE REGIONAL OFFICE ONLY
AREA CODE_____ AGENCY CODE_____ AGENCY TYPE_____
ENTRY DATE_____ INITIALS_____

TESTIMONY BY DERRICK A. CRANDALL, PRESIDENT OF THE AMERICAN RECREATION COALITION, BEFORE THE UNITED STATES SENATE COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS REGARDING S.2150, THE NATIONAL RECREATIONAL TRAILS FUND ACT, ON AUGUST 22, 1990, IN IDAHO FALLS.

Good morning, Mr. Chairman and distinguished Members. I am Derrick Crandall and I am delighted to appear here today as President of the American Recreation Coalition (ARC), and as one who served as a member of the President's Commission on Americans Outdoors. ARC is a national federation of 100 associations and companies with an active interest in America's Great Outdoors. Our members range from the National Campers and Hikers Association to the American Motorcyclist Association, from the National Off Road Bicycle Association to the Western River Guides Association. ARC's members have a common interest in protecting and expanding diverse outdoor recreation opportunities in America. From 1985 to 1987, I served on the President's Commission on Americans Outdoors. The Commission was charged with developing a blueprint for meeting the recreation needs of America into the next century, and provided a variety of recommendations to the President and the nation for serving America's growing appetite for leisure pursuits in the outdoors. We saw a clear need for expanded trail facilities in America and therefore I am happy to be here this morning as an advocate for S.2150, the National Recreational Trails Fund Act.

Americans spend more time and money on recreation today than ever before -- more than $300 billion annually. We have also diversified our recreational appetite -- adding snowmobiling and hang-gliding, trail biking and jet skiing to traditional pastimes such as hunting and fishing. This increased desire for recreational opportunities has been reflected in a dramatic surge in the use of recreational corridors, or trails. Americans enjoy using trails for diverse activities ranging from hiking to jogging, bicycling to cross country skiing, motorcycling to horse back riding, snowmobiling and more. Our trails are shared by growing numbers of enthusiasts enjoying both motorized and non-motorized activities. Unfortunately, the growth in the use of America's trail systems has not been matched with adequate growth in the trail network itself.

Too many different trail-using enthusiasts today vie for space on the same trails, and social, safety and environmental concerns are resulting. This serious and growing problem can be rectified through the creation of a National Recreational Trails Fund, as proposed by S.2150. This logical and exciting proposal calls for the proper utilization of the nine-cent per gallon federal excise tax now paid on fuel used in off-road recreational activities. These funds would be placed in a fund used expressly for maintaining and improving recreational trails across America, in our urban areas and in our wide open spaces alike. A major goal of the National Recreational Trails Fund Act will be to encourage the development of trail corridors that will accommodate more than one type of trail activity.

Americans who enjoy motorized recreational trail activities pay an estimated $83.5 million in fuel taxes annually. These funds are deposited into the Highway Trust Fund, a fund created in 1956 to pay for the construction, improvement and repair of our highway system. The legislation envisioned that the federal motor fuel excise tax would be a user fee -- and it is, largely. But recreational vehicles such as snowmobiles and ATV's are not permitted to use the highways! And opening interstates to snowmobiles is certainly not our goal.

TESTIMONY BY DERRICK A. CRANDALL
NATIONAL RECREATIONAL TRAILS FUND ACT

A similar dilemma was solved for the nation's boaters in 1984. The Congress transferred federal motor boat fuel taxes previously paid into the Highway Trust Fund into the new Aquatic Resources Trust Fund, more commonly called the Wallop-Breaux Trust Fund. Now, nearly $300 million dollars annually is returned, through grants to the states, to improve boating and fishing opportunities. This program has gained broad support among conservationists and Congress for its effectiveness and efficiency.

We feel that the "user fee" monies collected from off road recreational trail users should be allocated to a fund similar in design and function to the Wallop-Breaux and Highway Trust Funds. In this way the users of the trails would benefit from the taxes they pay. As with these two successful existing programs, matching federal funds from the trails fund would be made available to states and other units of government for program purposes.

I'd like to emphasize that the philosophy behind the proposed initiative is validated by nearly 35 years of experience with the Highway Trust Fund as well as 40 years of success of federal aid to fishing and boating programs under Wallop-Breaux and its predecessor. It is also in complete accord with the recommendations of the President's Commission on Americans Outdoors, which included a balanced and diverse membership ranging from Representative Mo Udall to Senator Malcolm Wallop, from prominent corporate executives to leading conservationists. We emphasized our belief that the public was willing to pay for quality recreation opportunities, and recommended in our report that the nation should shift to a system more reliant upon the "user pay" concept. In fact, the transfer of federal motor fuel tax receipts derived from non-highway use vehicles to recreational programs was specifically recommended in our report.

I am particularly excited by the legislation proposed by Senator Symms and others because it presents an opportunity to fulfill an obligation we have as Americans of the 1990's to protect the legacy of the Great Outdoors we inherited and to pass it on enhanced, if possible. Improvements to our nation's supply of recreational trails could be a very special legacy for us to contribute: trails that are created along abandoned railroad rights-of-way; trails that are newly constructed on our public lands and make public treasures ranging from lakes to beautiful vistas more accessible; trails that begin in our urban zones and connect bits and pieces of local, county, state and federal lands into a wonderful outdoor recreation resource far more valuable as a network than the sum of the individual component pieces. Americans need more than just raw land. They need recreational facilities such as trails to ensure our lands reach their full recreation potential.

Though more than 150,000 miles of trails already exist, most were not constructed with recreation in mind. This is especially true on our public lands, were trails served timber and fire-fighting activities. The National Recreational Trails Fund Act would help us move forward with an effective program to construct trails designed specifically for recreation. Trail programs on the state and local level, as well as the federal level, would benefit.

Trails also have a strong link to scenic byways, another initiative that ARC actively supports. There has been a tremendous increase in the number of states and communities that are developing networks of scenic byways to encourage travelers to discover the great beauty, diversity, history, and culture of America. Our slower-paced secondary and rural

roads are a wonderful recreational resource. Scenic byways often link towns to parks, rivers, lakes and forests used for recreation, and, consequently, are perfect places to locate trailhead facilities. Whether short loop nature trails or trailheads for longer excursions on foot, bicycle or motorbikes, scenic byways and the development of recreational trail facilities should go hand in hand whenever possible. Occasionally, the right-of-way of a scenic byway itself is an appropriate and desirable place for a trail following the same general alignment. Recreation and trail interests must work with state and local highway groups and others to encourage trail development along scenic byways. We see many exciting opportunities ahead for combining trails and byways.

There is some concern among those who understand the logic of the proposal we are discussing today, but note that the fuel used in snowmobiles, ORV's, ATV's and other motorized off-road recreational vehicles is purchased at retail gasoline stations and is undifferentiated from fuel sold for use by highway vehicles. How would we actually measure the amount of fuel used in off-road recreation vehicles?

Again, we need only look at the Wallop-Breaux Trust Fund to see that reasonable estimates of federal tax receipts can be made based upon state studies -- after all, a dozen states transfer state snowmobile and/or off-road motorcycle fuel taxes to trail programs -- and data accumulated by federal agencies such as the Environmental Protection Agency for other purposes.

We have developed estimates which we believe are very credible based upon industry data. According to the Motorcycle Industry Council (MIC) there are presently 3.9 million all-terrain-vehicles, competition and non-competition off-highway motorcycles and dual purpose motorcycles in the United States (1985 Survey of Motorcycle Ownership and Usage, 1987 Motorcycle Statistical Annual, Motorcycle Industry Council). The annual fuel consumption totals approximately 766,600,000 gallons. The International Snowmobile Industry Association (ISIA) reports there are 2 million snowmobiles in use in the U.S. using about 161,000,000 gallons of gasoline annually.

Combined, these off-highway recreation vehicles consume 927,000,000 gallons of fuel annually. The federal tax taken in at $.09 per gallon of gasoline equals $83.5 million annually; these are the receipts which should be transferred into a national trails trust fund.

In conclusion, we urge rapid enactment of this legislation to provide America with public recreational opportunities it badly needs. Although we have a wonderful base of public lands, we fall woefully short of the developed trail corridors we need for a growing, changing, more urban America. The establishment of the National Recreational Trails Fund Act can be a cornerstone for efforts to put in place a system of trails throughout the United States, providing quality leisure opportunities for Americans for generations to come.

Mr. Chairman and distinguished Members, thank you for the attention you've given this morning to the importance we place in the existence, maintenance and expansion of recreational trails. We are confident that the enactment of S.2150 would enhance our corridor systems and enrich American life. We urge its rapid passage and implementation.

Thank you.

TESTIMONY BY DERRICK A. CRANDALL
NATIONAL RECREATIONAL TRAILS FUND ACT

Derrick A. Crandall
President
American Recreation Coalition
1331 Pennsylvania Avenue, NW, Suite 726
Washington, D. C. 20004
(202) 662-7420

TESTIMONY OF THE

AMERICAN MOTORCYCLIST ASSOCIATION

BEFORE THE

SENATE ENVIRONMENT AND PUBLIC WORKS COMMITTEE

AUGUST 22, 1990

Mister Chairman, members of the Committee, my name is Dal Smilie; I am before you in my capacity as a member of the Board of Trustees of the American Motorcyclist Association (AMA). The AMA is a rapidly growing organization with over 187,000 enthusiast members. We support the principles represented by S. 2150, the National Recreation Trails Trust Fund Act of 1990.

Many of our members own and enjoy the use of off-highway (OHV) motorcycles (better known as "trail bikes") and all-terrain vehicles (ATVs). Over the years, we have learned both the importance and necessity of taking responsibility for our particular form of recreation. Beginning in 1971 with the publication of A TRAIL RIDER'S GUIDE TO THE ENVIRONMENT, we have, through the years, supported research into the construction and maintenance of ecologically responsible trails, backed workshops teaching state and federal land managers how to manage OHV recreation, and constantly worked to teach our members to act as if their trails were their own back yards.

AMA members account for a large proportion of those who volunteer their time to assist our public lands. Our cooperative agreement with the Forest Service, the Volunteer Trail Rider Program, alone accounts for thousands of such worker days annually. That program has won two state awards for service. Two weeks ago, our national headquarters received a certificate of recognition signed by the First Lady, notifying AMA that our administration of the program has won us a semi-finalist position in the national Take Pride in

America Competition. Last April 22, the twentieth anniversary of Earth Day, while many others contented themselves with passively listening to the same old harangues for a vague sort of "action," other thousands of our members were out in the field, working to beautify our parks, replenish our forests and renew our riparian areas.

We are serious about our recreation. We want it to continue, and we demand that we be able to do so in a responsible manner. That is why we support this effort.

The Highway Trust Fund has been called a model of the "perfect" user fee. With it, we have grown to enjoy a highway network second to none in the world, all paid for by those who use the roads. The Trust is generally fair and even-handed. It would be much larger if all users of fuels paid into it, but we do not place a highway tax upon fuels used to till the soil, operate our airlines or run our railroads. That would not be fair.

At the same time, the recreational trails on our nation's public lands are in trouble. The trails that are available do not meet the demands placed upon them. Many of them are well overdue for maintenance. Users of every kind and stripe lament the condition of every kind of trail. As a nation, we have historically placed one foot in the future, and keep our progeny's interest at heart. When our trails fall apart, or are not available, the people drawn to our natural places either don't come anymore or inevitably and unnecessarily degrade the land's value. That also is not fair.

A growing number of states across the country already have programs similar to the trust fund in place, placing into trails the taxes paid for fuels used in OHV recreation. And we know that properly constructed and maintained trails can work well. The resulting systems are becoming some of the finest sources of

recreation for all users. The Sespe Wilderness bills before the Senate include the Johnston Ridge Trail, a motorcycle route so well maintained that it has been included in the designation. While we can't condone that result, we do appreciate the compliment.

In the face of demand for recreational amenities and a rising deficit, several proposals for user fees have been aired this year. Many of the ideas bandied about, including a tax on the sneakers we all wear around the house and the backpacks in which our children carry their books to school, have no real relationship to any particular recreation and seem unfair on their face.

The National Recreation Trails Trust Fund is different. This bill would reimpose the fairness that OHV enthusiasts deserve. It would help protect our resources from unnecessary damage. And it will provide responsible outlets for a very popular type of recreation.

We strongly support the concept of S. 2150. We pledge our cooperation as the bill makes its way through the process and offer our availability and assistance in any way you believe appropriate.

Respectfully submitted,

Dal Smilie
American Motorcyclist Association
P.O. Box 6114
Westerville, OH 43081-6114

BLUE RIBBON COALITION INC.
"Preserving our natural resources FOR the public instead of FROM the public"
P.O. BOX 1427 • IDAHO FALLS, IDAHO 83403-1427 • (208) 522-7339

U.S. SENATE SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION AND INFRASTRUCTURE

HEARING ON S-2150
THE NATIONAL RECREATIONAL TRAILS FUND ACT
August 22, 1990

Testimony of
Clark L. Collins, BlueRibbon Coalition Executive Director

The BlueRibbon Coalition represents more than 150 member organizations nationwide. The majority of those organizations are recreationally oriented and include off-highway motorcycle and ATV users, snowmobile enthusiasts, four wheel drive recreationists and other sportsman's groups. The resource industry groups that belong to the Coalition are also interested in protecting and improving our recreational resources. Workers in those industries are often recreational trail users.

We are keenly aware of the backlog of trail maintenance in our nation. A study completed in 1989 by the American Hiking Society concluded that trail related recreation on our National Forest Lands alone accounted for 12% of the total, or 30,000,000 recreation visitor days. Approximately one third of that use is motorized recreation on shared-use trails. That same study recommended 1991 appropriations of $30,000,000 for Forest Trail Maintenance and $45,000,000 for Forest Trail Construction to begin to address a trail funding backlog that they estimated to be $202,000,000. The NATIONAL RECREATIONAL TRAILS FUND ACT could provide a significant portion of that funding.

Our member organizations are heavily involved in volunteer trail improvement projects to supplement inadequate funding for trail upkeep. Motorized recreation enthusiasts nationwide have an enviable reputation for volunteer projects. An August 1, 1990 letter from the Wenatchee National Forest in Washington illustrates the willingness of trail motorcyclists to assist in the maintenance of shared-use trails. **"One thing that we have found over the years is that the motor bike folks love to log out the trails. The Wenatchee National Forest has one district that relies 100% on the motor bike folks to log out their multiple use trails and they have over 130 miles of trail"** That same letter estimates that 35% of those enjoying these shared-use trails are non-motorized users. Recent statistics from other forests estimate the non-motorized use of shared-use trails at a much higher percentage.

Several states have Off Highway Vehicle programs funded by registration fees and state fuel taxes. The majority of the projects utilizing those funds are for shared-use trails. Trail systems and parking facilities supported by snowmobilers are often shared

by cross-country skiers and snowshoers. In many areas warming huts provided by snowmobile funds are enjoyed by non-motorized users in both winter and summer. Motorized recreationists have illustrated their willingness to share facilities funded by them.

Trails improved by the Idaho Dept. of Parks and Recreation OHV fund are a benefit to all trail users. An August 16, 1990 letter from the Challis National Forest illustrates that fact by stating: **"An estimate of use based upon observation by Forest personnel is that 15% of the use of those trails is motorized."** Recent letters from other forests also indicate a high level of non-motorized use of state OHV program improved trails.

Another example is outlined in an August 8, 1990 letter from the Washington D.C. office of the Bureau of Land Management. **"Many of our trails are used for a variety of recreational pursuits. In some cases, there is significant overlapping of use between motorized and non-motorized users, however, this varies depending on the location. For example, the Slick Rock Trail in the Moab District, in Utah, was originally developed as on off-highway vehicle trail but is now used mostly by mountain bicyclists."**

A July 26th, 1990 letter from the Wasatch-Cache National Forest in Utah illustrates a common problem with many of our trails. **"Many of our older trails were not properly constructed, in fact many are the result of continued use of game trails or old mining routes..... Improperly designed and located trails are difficult to maintain and they result in environmental damage..... Several of our current and upcoming trail improvement projects will focus on reducing environmental impacts..... The environmental protection value of well located, designed and constructed trails cannot be over estimated."**

We expect this legislation to receive the support of local governments. Readily available, well designed trail systems are valuable recreation resources and contribute to local economies. Pocatello Mayor Peter Angstadt in an August 10, 1990 letter about this legislation stated: **".....I believe the proposed allocation plan is fair and equitable and provides benefits to users. The proposed bill would also aid in providing environmentally prudent recreational trail opportunities for motorized and non-motorized recreationists, and encourages cooperative efforts to effectively share our public lands."**

At the 1988 National Trails Symposium in Helen, Georgia, United States Senate Appropriations Committee professional staff member Don Knowles explained the lack of consistent trail funding. He said it was because there was no unified trails constituency. The BlueRibbon Coalition believes the National Recreational Trails Fund Act of 1990 offers an opportunity for all trail recreationists to work together on a proposal that will encourage cooperation and co-existence. This act has the potential to bring about that unity by expanding our shared-use trail opportunities. Motorized and non-motorized trail users working together on the Trails Advisory Committee will

be encouraged to resolve their differences. This legislation will increase the incentive for all recreationists to work together and assist our land managers in providing recreation trails for present and future trail users.

The NATIONAL RECREATIONAL TRAILS FUND ACT can help provide funding to supplement state and federal trail improvement programs. It can reduce the environmental impacts of improperly designed trail systems. Trail related recreation is becoming increasingly popular but trail funding has not kept pace with the demand. It is only fair for the taxes paid on fuel used off-highway on trails to be used for this purpose. The BlueRibbon Coalition supports this legislation and urges the Senate Water Resources, Transportation and Infrastructure Subcommittee to schedule Washington D.C. hearings on this proposal this year.

United States Department of Agriculture | Forest Service | Wenatchee National Forest | 301 Yakima Street
P.O. Box 811
Wenatchee, WA 98807-0811
(509) 662-4335

Reply To:2350

Date: August 1, 1990

Blue Ribbon Coalition Inc.
P.O. Box 5449
Pocatello, Idaho 83202

Dear Mr. Collins,

Your letter dated July 12, 1990 you requested a letter outlining the benefits to the non-motorized user public of multiple use trails on the Wenatchee National Forest that have utilized Washington State OHV program.

What are some of the benefits to the non motorized trail users on the Wenatchee:

1. BENEFIT - Increased trail opportunities such as; fishing, sight seeing, rock hounding, hunting, hiking ect.;

   The increased trail opportunities are due to the fact that a majority of the trails were in disrepair and not being used and were basically abandoned. These trails were abandoned mainly because they had become over grown with vegetation, impacted by new roads, not properly maintained and were not originally designed for recreational use. Consequently over time the trail use diminished and were thought not to be important or the trailhead was moved to the end of a new road not taking into account the recreation opportunities that were being bypassed. Once the trail system was planned and designed for multiple use to take advantage of all the recreation opportunities that each trail had to offer and than implemented and funded by OHV funds the hunter, fisherman, rockhounds, mountain bicyclist, horse back riders ect. are being made aware that these opportunities are now available and are consequently using and enjoying.

2. BENEFIT - Wilderness Areas

   Less impact on Wilderness Areas by providing trail opportunities outs side Wilderness Areas for the non-motorized user.

3. BENEFIT - Better Cost Benefit ratio

   Increased use on a multiple use trail reduces the cost per visit for construction and maintenance.

4. BENEFIT - Reduced user conflicts

With the expenditure of Washington State OHV funds on multiple use trails the trail managers have become more aware of the needs and wants of the other trail users and have started to manage these trail systems instead of being managed. Seasonal closures are working where the trail system is open to the hiker only until July 15 each year and than open to bicycle, horse and motor bike. Trails have been built paralleling forest roads reducing potential conflicts with the automobile in addition to providing more trail miles.

5. BENEFIT - New Users

The off road bicycle user is just finding the trail system that has been funded by Washington State OHV funds on the Wenatchee N.F. and they are one excited user group. The design and layout that has been developed in the last 10 years for the motorcycle is perfect for the off road bicycle. The grade, tread width, alignment, switchbacks, climbing turns, clearing width, trail hardening ect. are ideal for the off road bicycle.

Would like to know what your estimate is of the percentage of the use of those trails that is non-motorized versus motorized.

This is my best guess at this time and will use my last two outingss as an example and the two trail systems were reconstructed using Washington State OHV funds. The break down is as follows:

Hiker	10%
Off Road Bicycle	15%
Horse back rider	10%
Motor bike	65%
Total	100

Might note that these two trail systems are closed to ATV. I would guess that last year the Off Road Bicycle would have been around 10% and as time goes on the it will contine to grow and would not be supprised if it was 25% of the use next year on these two trail systems. These figures do not take into account that the hiker was 100% of the use until July 15.

Volunteer trail work contributed by motorized users.

One thing that we have found over the years is that the motor bike folks love to log out the trails. The Wenatchee National Forest has one district that relies 100% on the motor bike folks to log out there multiple use trails and they have over 130 miles of trail. Motorcycle clubs have been quite active in reconstructing trails and have been very helpfull on the sections of trail that go through private land. Last year the National Motorcycle Association reconsturcted 1.5 miles of trail that went through private land and Washington State Funds were used on Goverment lands. This was done with the permission of the landowner.

The 4X4 trails on the Wenatchee are logged and maintained 100% by volunteers on the Wenatchee and there is over 120 miles of inventoried trails.

What are the environmental benefits of providing funding for trail improvements to better accommodate existing and future use?

Probably one of the most important benefits for the Washington State OHV funding is the development of trail hardening, trail layout, design and planning of multiple use trail. Soil erosion was and still is to some degree a concern. With the trail hardening techniques developed over the last 5 years using the Washington State OHV funds the option of not have a trail or closing a trail because of soil erosion or potential erosion is not valid because we have the funds to harden sections of trail that are of concern. Using the Washington State OHV funds for planning specific trail systems for multiple use the forest has been able to do a professional job in trail planning and layout and identifying areas of concern such as plants, wildlife and culture sites and be able to provide mitigation measures that are acceptable by the specialist. With out the Washington State OHV funds these projects would not have been built because the lack of federal funding and the lack of expertise that was developed using these OHV funds in the last 10 years.

With the Washington State OHV funds we are able to provide trail bridges to cross streams rather than stream fords. The user today is very sensitive to the environment and does not like crossing a live stream with a motor bike and the same goes for the other users. With these funds we are able to build the trail bridge saving the streams from unnecessary stream pollution by all users.

If a trail becomes wet and trail braiding starts to occur it is generally blamed on the trail user, not the trail manager and consequently the trails will get closed to the user that is considered the culprit. With the Washington State OHV funds rather that close the trail, although it might be closed for a season or two, it would be relocated and reconstructed to reduce the environmental impact and still provide a recreational trail opportunity for all the users.

Sincerely,

Michael E Dolfay

Michael E. Dolfay
Wenatchee National Forest
Trail Coordinator

United States Department of Agriculture | Forest Service | Challis National Forest
H/C 63, BOX 1671, HWY 93
Challis, ID 83226

Reply to: 2350

Date: August 16, 1990

Clark L. Collins, Executive Director
Blue Ribbon Coalition Inc.
P.O. Box 5449
Pocatello, ID 83202

Dear Mr. Collins:

In response to your July 12, 1990 letter requesting information pertaining to trails on the Challis National Forest that have utilized Idaho Dept. of Parks and Recreation OHV funds we have the following information:

The percentage of trail use that is non-motorized verses motorized of trails that have utilized Idaho Dept. of Parks and Recreation OHV funds on the Challis National Forest has not been determined. An estimate of use based upon observation by Forest personnel is that 15% of the use of these trails is motorized. Perhaps we can work together to monitor this use in the future.

Volunteer trail work contributed by motorized users on the Challis National Forest consists of approximately twelve miles of trail maintenance per year. Trail maintenance consists of clearing and some tread work.

The environmental benefit of providing funding for trail improvements to better accommodate existing and future use is that the ability of the trail system through proper planning, design and construction to accommodate use should result in a reduction of resource degradation.

Sincerely

BEN SIMINOE
Acting Forest Supervisor

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

TAKE PRIDE IN AMERICA

AUG - 8 1990

IN REPLY REFER TO
8300 (340)

Mr. Clark L. Collins
Executive Director
Blue Ribbon Coalition
P.O. Box 5449
Pocatello, Idaho 83202

Dear Mr. Collins:

Enclosed is a breakdown of the trails on public lands administered by the Bureau of Land Management (BLM), by State, and their major recreational uses. These figures represent trails that are maintained by the BLM.

The BLM has never received funding specifically for off-highway vehicle trails. The funding that has been available to the BLM for the construction and maintenance of trails for off-highway vehicles has historically been relatively small. Off-highway vehicle use, however, is a major use of public lands. In 1988, an estimated 122,014,000 hours of recreational off-highway vehicle use occurred on lands administered by the BLM. Much of this use was made on trails that were not developed for recreational use but were established, over time, by traditional uses of public lands. Most of these trails are not maintained by the BLM.

In some States, revenue from off-highway vehicle permit fees are providing a boost to trail programs on public lands. The most significant of these is the California "Green Sticker" program where revenue for State off-highway vehicle permits has been contributed to the BLM to benefit off-highway vehicle management programs. Through 1990, about $20 million of these funds will have been used by the BLM. About 60-70 percent of these funds have been used by the BLM for development and maintenance of trails; land and easement acquisition; and development of facilities associated with off-highway vehicle trails.

Many of our trails are used for a variety of recreational pursuits. In some cases, there is significant overlapping of use between motorized and non-motorized users, however, this varies depending on the location. For example, the Slick Rock Trail in the Moab District, in Utah, was originally developed as an off-highway vehicle trail but is now used mostly by mountain bicyclists. In California, where a significant off-highway vehicle trail program has been funded by the State's "Green Sticker" program, motorized vehicle trails are used very little for non-motorized recreation. These trails are primarily in desert terrain that is not conducive to other forms of trail use.

Organized off-highway vehicle user groups have contributed significantly to public land management programs as volunteers. These groups are some of BLM's major contributors of volunteer work. They have been involved with cleanup efforts, protection of cultural resources and many other conservation-oriented programs that have enhanced the resources and benefitted the management programs of the agency. Unfortunately, our records do not separate the time contributed by off-highway vehicle users from the contributions of other volunteers.

The environmental benefits of increased funding for trails would be significant. Better constructed, maintained and managed trails would attract users to locations where use can be properly accommodated. This would prevent impacts to key wildlife habitat areas and other sensitive resource values. Better trail design and maintenance would prevent erosion and protect watershed values. A well managed trails program would provide protection for natural resources, reduce conflicts between recreational users and other users of public lands, and provide higher quality recreational experiences on public lands.

Sincerely,

William T. Civish
Chief, Branch of Recreation
and Cultural Resources

Enclosure

Trails on Your Public Lands

	Hiking	Horse-back	Mtn. Bike	Cross-Country Skiing	Motor-bike	All-Terrain Vehicle	4-Wheel Drive	Snow mobile	Barrier Free	Inter-pretive	Water Routes
Alaska											
Number	60	58	58	58	28	28	32	45	0	1	15
Miles	505	483	501	501	251	251	178	810	0	1	1015
Arizona											
Number	13	13	4	0	3	3	3	0	0	3	0
Miles	364	354	224	0	206	206	206	0	0	3	0
California											
Number	81	28	16	5	2	2	3	0	0	4	0
Miles	842	527	190	44	160	160	177	0	0	4	0
Colorado											
Number	37	35	23	4	105	103	164	47	0	2	0
Miles	155	156	100	16	707	701	1039	166	0	2	0
Idaho											
Number	61	48	39	16	43	15	8	10	1	7	10
Miles	316	210	216	47	223	1099	55	263	1	7	288
Montana											
Number	14	14	5	18	3	2	1	14	0	2	1
Miles	58	59	33	91	20	9	13	89	0	2	50
New Mexico											
Number	25	11	4	0	4	1	1	0	0	3	0
Miles	59	80	91	0	91	8	124	0	0	3	0
Nevada											
Number	14	3	1	1	0	0	2	0	0	4	0
Miles	32	95	9	2	0	0	110	0	0	4	0
Oregon											
Number	35	22	6	7	88	7	2	4	1	9	1
Miles	399	354	34	63	258	80	43	40	.1	9	1
Utah											
Number	42	18	14	1	13	10	9	1	3	10	0
Miles	369	327	376	90	391	343	339	90	175	10	0
Wyoming											
Number	17	10	5	5	5	5	5	6	7	14	2
Miles	633	625	590	459	591	291	291	411	593	14	90

Note: Trail categories overlap.

1989

U.S. Department of the Interior
Bureau of Land Management

United States Department of Agriculture | Forest Service | Wasatch-Cache National Forest | 8236 Federal Building, 125 South State Street, Salt Lake City, UT 84138, (801) 524-5030

Reply to: 2300

Date: July 26, 1990

Clark L. Collins, Executive Director
Blue Ribbon Coalition
P.O. Box 5449
Pocatello, Idaho 83202

Dear Mr. Collins:

In response to your recent letter, we are providing you some of our thoughts regarding the management of a multiple use trail system. We would also like to acknowledge your efforts to improve recreation trail opportunities on behalf of the American public.

We do not have good visitor count information on our trail system but are taking steps to improve our use estimates. However, we do see a significant amount of non-motorized use of our trails that are designed and managed primarily for motorized use. The amount of non-motorized use on these trails varies by trail. We have three trails in place that have been built or improved using State OHV funds. These trails were constructed to accommodate summer OHV use. However, one of the trails, the Deadhorse Trail on the Mountain View Ranger District, was designed specifically to accommodate cross country ski use, mountain biking, as well as, snowmobiling. Another trail, the Taylor Fork Cedar Hollow Trail, provides additional cross country ski opportunities on a portion of the trail.

We have additional State of Utah OHV funds available this year and plan to expand trails that are designed specifically for motorized use. But, like most trails, there will also be benefits to non-motorized users. Several of the trails that we are working on this year will accommodate mountain bikes, horses, cross country skiers, and hikers, as well as, ATVs and motorbikes.

Many of our older trails were not properly constructed, in fact, many are the result of continued use of game trails or old mining routes. Some of our future trail work will be reconstructing and re-routing existing trails. Improperly designed and located trails are difficult to maintain and they result in environmental damage. Several of our current and upcoming trail improvement projects will focus on reducing environmental impacts. We need to correct existing erosion problems on several trails, as well as, provide adequate drainage to protect the trail. Some of our trails need to be relocated to avoid unstable soils or steep areas where erosion is a problem. The environmental

protection value of well located, designed and constructed trails cannot be over estimated.

We have been encouraged by the active involvement of motorized users in our trails program. In fact, we have not been able to meet some of the requests for work projects on the Forest due to our funding limitations. In some cases, we have been unable to respond to requests because we haven't had the time or the funds to complete trail surveys, designs, and the necessary National Environmental Policy Act (NEPA) documents. In other cases, we haven't been able to provide the necessary training and supervision. However, OHV users have been involved in some trail maintenance work on the Forest. The Utah ATV Association assisted us this summer in cleaning up the Taylor Fork Cedar Hollow Trail. They picked up litter, cleaned out drainage dips, ditches and cleared logs and brush from the trail. On both the Logan and Ogden Ranger Districts, OHV users and others have been actively involved in our Travel Management Plan revisions.

We are optimistic about our trails program and plan to make numerous improvements in the near future. The State OHV fund will be important to us as we expand and improve trail opportunities for both motorized and non-motorized uses.

We appreciate the opportunity to provide information and wish you well with your efforts to enhance trail opportunities on the National Forest and other public land.

In closing, I'd like to inform you that Dale Bosworth has transferred to our Washington Office and I am now the Forest Supervisor. Please feel free to contact us at any time if we can be of assistance.

Sincerely,

Susan Giannettino

SUSAN GIANNETTINO
Forest Supervisor

Pocatello
A MUNICIPAL CORPORATION OF IDAHO

OFFICE OF THE MAYOR
902 E. Sherman
P.O. Box 4169
Pocatello, Idaho 83205
(208) 234-6163
FAX (208) 234-6296

PETER J. ANGSTADT
Mayor

Pocatello City Council
GREGORY R. ANDERSON
LJ. "BABE" CACCIA
ROBERT E. CHAMBERS
ROGER W. CRANE
KAREN A. McCEE
EARL R. POND

August 10, 1990

Clark L. Collins
Executive Director
Blue Ribbon Coalition Inc.
P. O. Box 5449
Pocatello, Idaho 83202

Dear Mr. Collins:

I would like to take this opportunity to express support for the National Recreation Trails Act of 1990.

The proposed legislation would improve and enhance off-highway recreational trails by making a portion of the Federal Highway Trust Fund available to states in the form of grants. I believe the proposed allocation plan is fair and equitable and provides benefits to users.

The proposed bill would also aid in providing environmentally prudent recreational trail opportunities for motorized and non-motorized recreationists, and encourages cooperative efforts to effectively share our public lands. Equally important, is the fact that the National Recreational Trails Fund Act of 1990 would help provide trails nationwide for all types of recreation.

Sincerely,

PETER J. ANGSTADT
MAYOR

PA/plm

Sierra Club
NORTHERN ROCKIES CHAPTER

MEMBER GROUPS
Eastern Idaho
Middle Snake
Palouse
Sawtooth
Spokane

22 August 1990

jonathan stoke
Member of the Excom
N. Rockies Chapter
Sierra Club
Box 2235
Hailey, ID 83333

TESTIMONY FOR THE HEARING RECORD
ON S. 2150 / H.R. 4040
DELIVERED ON BEHALF OF
SIERRA CLUB, NORTHERN ROCKIES CHAPTER

Senator Symms, Congressman Craig, concerned citizens,

On behalf of the 2,558 members of the Northern Rockies Chapter of the Sierra Club, I wish to thank you for this opportunity to present testimony on S. 2150 and its companion bill H.R. 4040.

The Sierra Club is not necessarily opposed to using tax money for use in constructing and maintaining off-highway recreational trails. However, we feel that the National Recreational Trails Fund Act of 1990, as proposed, would needlessly create another layer of federal bureaucracy. If the junior Senator from Idaho and the Congressman from the first Congressional district genuinely desire funding for recreational trails, then they should simply allocate money during the already-established appropriation process for the U.S.D.A. Forest Service. There is no need for a redundant mechanism for trail funding.

We can also understand that the gentlemen from Idaho wish to

"Not blind opposition to progress, but opposition to blind progress."

ensure that tax money paid on gasoline be distributed in a manner which reflects the use of the taxed gasoline. However, to capitulate to one special interest group raises the question of why other special interest groups are not similarly granted favored status. For instance, lawn mowers use a great amount of gasoline, perhaps something on the order of ten million gallons per year. Yet the gentlemen have introduced no legislation to channel gas taxes into grass seed.

On the subject of gas taxes, we note that they have gone up 88 percent in the last decade. Thousands of bridges are in need of repair nationwide, yet our elected representatives here propose to channel this much needed money away from repair of our highways and bridges into recreation.

Gasoline is a fossil fuel of limited abundance, the tax on gasoline would be best put to use to find alternative fuels, to increase efficiency of our automobiles, and to reduce the pollution resulting from gasoline's combustion. The pollution resulting from gasoline's combustion threatens the very future of life on earth, through global warming caused by increasing levels of carbon dioxide. Transportation was responsible for 350 million tons of CO2 spewing into the atmosphere in 1987.

An automobile which averages 60 miles per gallon emits 17 tons of carbon dioxide over its lifetime. If the car gets 45 mpg, it will emit 23 tons of CO2; at 27.5 mpg it will give off 38 tons of

CO_2; and if the car only gets 18 mpg it will dump 58 tons of polluting CO_2 into our shared environment. Wouldn't excess tax revenue from gasoline combustion be best spent trying to reduce the resulting global pollution. The estimated price increase for a 45 mpg car is $500, but this would be more than offset by the $2,000 saved in the cost of gasoline during the life of the car. A 45 mpg car is achievable today with off-the-shelf technology.

The single biggest immediate step we can take to improve energy efficiency is to increase average auto fuel efficiency by 40%. And this would increase our national security as well. As I deliver this testimony, American troops and ships are being moved into the Persian Gulf area.

Think about this. Saddam Hussein gets his power because of our short-sighted energy policies favoring excessive consumption of fossil fuels. If the American economy were as energy efficient as that of our most successful economic competitor, Japan, the world would have far less need for the oil from Iraq and Kuwait, and Hussein could not tamper with our fate.

The same energy efficiency technologies that would break Hussein's power to blackmail the industrial world would also avert the looming danger of global warming. Energy efficiency, global climate stability, wilderness protection, and national security are linked in the simplest possible way: what helps one problem helps all four.

35-249 O - 90 - 4

Increases in energy efficiency would also reduce the U.S. trade deficit, generate a new wave of economic growth among American industries that produce energy-efficient technologies, and stimulate economic growth in the U.S. Our total GNP actually increased from the mid-70s to the early 80s while our energy consumption decreased 3% per year.

For these reasons, Senator Symms, I hope you will vote for the Bryan bill, S. 1224, which will increase auto fuel efficiency standards by 40%.

Time constraints prohibit me from delivering further oral testimony here today, and so I ask that my written testimony, along with an attachment entitled 'Off Road Vehicles on Public Lands' printed by the U.S. Government Printing Office and prepared by the Council on Environmental Quality be inserted in their entirety into the hearing record. Gentlemen, will you do that for me?

FURTHER TESTIMONY FOR THE HEARING RECORD

The Northern Rockies Chapter of the Sierra Club also finds a number of fatal flaws in the National Recreational Trails Fund Act of 1990.

(1) We desire that the legislation explicitly state that expenditure of federal funds is a federal action, and as such is

subject to compliance with the National Environmental Policy Act. Please amend Section 4(e)(1) to so read.

(2) We desire that the legislation allow expenditure of funds for monitoring the condition of the ecosystem, enforcement of laws and regulations, and rehabilitation of damaged environments. To propose constructing and maintaining new trails when current trails are causing environmental damage, when current closure orders are routinely reportedly violated, and when monitoring of environmental damage is simple casual observation (usually on the part of citizens, as federal budgets are not enhanced for this vital function) leads us to the inescapable conclusion that the authors of this bill have not adequately researched the true needs for recreation trail funding.

(3) We object to the political appointment of the so-called representatives of various trail user groups. They would be appointed by one who is also a political appointee. There is no true guarantee of "representation" under such a biased system.

(4) Section 4(b)(2)(B) notes that 50% of the fund would be disbursed to States if "the State imposes a tax on fuel used in off-highway recreational trail motors... ." Of course, Idaho has such a tax. I have included as an attachment to my testimony a financial report from the State of Idaho Department of Parks and Recreation which shows Account #1260, roughly three-quarters of a

million dollars allocated from such a tax on gasoline. We ask why no representative breakdown of federal fund disbursement has been provided for citizen review. How much money would Idaho have received in FY 1989 under this absurd plan? Is this pork barrel politics at work? What other states would have received money, and how much? We would like an informed public to have an opportunity to comment on this scheme. Please inform us.

(5) Section 4(d)(4) notes that the monies are for "motorized and non-motorized recreational trail use." We object to the use of the word "and" and wish it struck and replaced with the word "or". A trail which is motorized and non-motorized is properly termed a "motorized" trail. User conflicts often occur, and the result is that the quieter, more contemplative forms of recreation are driven out or displaced. If such displacement is not the object of this legislation, then the bill's authors will have no qualms about making the suggested change.

Respectfully submitted,

jonathan stoke

IDAHO DEPT OF PARKS & RECREATION
REVENUE COMPARISON BY ACCOUNT
FISCAL YEAR THROUGH MARCH

ACCOUNT	#	FY1989	FY1990		%CHG
GENERAL ACCOUNT	1101	0.00	0.00		0.0%
SALES TAX	1107	0.00	0.00		0.0%
ENTERPRISE ACCOUNT	1115	109,388.79	142,097.90	(2)	29.9%
STATE VESSEL ACCOUNT	1236	503,446.79	451,420.02		-10.3%
CROSS COUNTRY SKI	1246	26,850.86	11,894.99		-55.7%
CAPITAL IMPROVEMENT	1247	739,553.86	635,777.63		-14.0%
PARK & RECREATION	1249	894,924.08	986,120.94		10.2%
WATERWAYS	1250	614,129.15	619,019.69		0.8%
PARK DONATION	1252	66,178.85	(34,507.08)	(1)	N/A
OFF-ROAD VEHICLE	1260	614,137.02	620,977.87		1.1%
STATE SNOWMOBILE	1261	181,714.61	130,550.02		-28.2%
MOTOR BIKE	1262	17,897.25	26,867.33		50.1%
SALES TAX	1265	0.00	0.00		0.0%
P & R REVOLVING	1290	6,611.17	(2,288.54)	(2)	N/A
REC VEHICLE	1291	368,645.60	532,234.50		44.4%
P & R FEDERAL	1355	91,349.62	202,834.96		122.0%
U S C G BOATING SAFETY	1370	193,662.00	272,784.20		40.9%
FEDERAL PASSTHROUGH	1390	185,744.17	130,782.25		-29.6%
FEDERAL SURCHARGE	1391	98,340.59	77,035.67		-21.7%
P & R SUSPENSE	3936	22,589.18	(89,748.45)		N/A
HARRIMAN	9321	114,086.88	134,042.64		17.5%
PARK LAND TRUST	9359	0.00	181,329.96	(1)	N/A
		4,849,250.47	5,029,226.50		3.7%

NOTES:

(1) McCroskey funds were transfered from the donation account (1252) to the Park Land Trust Account (9359).

(2) The balance of marina funds were transfered to the enterprise account (1115) from the P & R Revolving account (1290).

IDAHO DEPARTMENT OF PARKS & RECREATION
ALLOTMENT BALANCE REPORT BY ACCOUNT
AS OF 3/31/90

	Allotment	P.Y. Encumb	Expend	Encumb O/S	Allot Bal	CURRENT FY Bal%	PRIOR FY BAL%
nt 1101 Total:	3,378,407.94	29,757.76	2,835,359.94	17,145.69	1,055,660.07	31.0	27.2
nt 1115 Total:	115,219.41	3,950.00	109,035.40	4,816.00	5,327.01	4.6	15.7
nt 1236 Total:	1,070,000.00	0.00	516,542.73	0.00	551,457.27	51.5	41.8
nt 1246 Total:	39,300.00	925.00	18,915.24	0.00	21,309.76	53.0	24.9
nt 1247 Total:	870,384.25	507,140.13	835,650.81	146,256.46	395,808.11	28.7	55.4
nt 1249 Total:	1,561,500.00	11,429.00	1,217,239.75	20,059.11	335,630.14	21.3	25.0
nt 1250 Total:	724,900.00	416,815.22	437,950.42	251,707.81	452,056.99	39.6	66.3
nt 1252 Total:	10,100.00	427.20	6,529.03	2,256.92	1,741.25	16.5	22.5
nt 1260 Total:	739,500.00	192,223.91	583,523.32	90,729.50	257,471.09	27.6	48.5
nt 1261 Total:	230,000.00	0.00	107,490.60	0.00	122,509.40	53.3	34.4
nt 1262 Total:	54,200.00	0.00	5,102.56	0.00	49,097.44	90.6	85.1
nt 1290 Total:	8,500.00	0.00	6,478.47	2,919.00	-897.47	-10.5	30.0
nt 1291 Total:	691,200.00	481,510.55	585,802.45	188,965.61	397,942.49	33.9	53.5
nt 1355 Total:	374,179.06	560.00	320,466.43	560.00	53,712.63	14.3	18.6
nt 1370 Total:	238,900.00	2,154.39	152,701.25	1,355.89	86,997.25	36.1	31.4
nt 1390 Total:	1,500,000.00	0.00	123,281.21	0.00	1,376,718.79	91.8	82.5
nt 1391 Total:	174,800.00	0.00	110,271.30	0.00	64,528.70	36.9	46.0
nt 3936 Total:	5,000.00	0.00	3,680.28	0.00	1,319.72	26.4	52.5
nt 9321 Total:	149,000.00	96.40	77,699.74	6,001.22	65,385.44	43.9	24.5
Grand Total:	11,935,290.66	1,646,981.56	7,555,729.93	732,773.21	5,293,776.08	39.0	45.9

IDAHO
CONSERVATION
LEAGUE
P.O. Box 2671, Ketchum, Id 83340
Wood River Chapter - (208) 726-8437
Public Lands Office - (208) 726-7485

Testimony before the Senate Committee on Environment and Public Works by Linn Kincannon for the Idaho Conservation League concerning the Recreational Trails Fund Act - S.2150

Thank you for this opportunity to testify on S.2150, the Recreational Trails Fund Act. I'm Linn Kincannon and I'm speaking for the Idaho Conservation League. ICL agrees with Senator Symms that recreational trails in our National Forests and BLM lands are in need of repair and much additional funding. However, the Idaho Conservation League does not support this legislation as written. We have three major concerns.

1. This bill implies that monies from the Recreational Trails Fund will be used primarily for construction and maintenance of motorized trails as in Section 2 (4) and (5). ICL feels that more than enough public resources have been dedicated to motorized use.

The bill provides for a committee to be formed in each state to manage the monies provided by the Recreational Trails Fund. Idaho is one of a few states which already has a board similar to what is defined in Section 4 (2)(a) and (b). Our experience in Idaho would indicate that non-motorized trails will be slighted in favor of motorized trails. In Idaho, the Off Road Motor Vehicle Advisory Committee has jurisdiction over funds collected from taxes on gasoline for ORV use.

Their policy directs that these funds be used exclusively for ORMV projects (IDAPA 26.63.13). Non-motorized use in Idaho has been ignored and motorized uses have received incredible windfalls from these taxes.

The Challis Forest has used these funds to construct 12 miles of new ORV trails in roadless areas, and has proposed the construction of 53 more miles in roadless areas. The Clearwater Forest has used this fund for construction of ORV trails in roadless areas, as has the Caribou Forest. ICL has not yet received responses from all the National Forests in Idaho concerning their use of the ORMV fund, but it is clear that our roadless areas are slowly being eroded by the construction of new motorized trails. These RARE II areas should be managed as wilderness, pending congressional action on the wilderness issue in Idaho. Senator McClure's Idaho Forest Management Act which he proposed during 1989 shows clearly that once there is some sort of vehicular track in the backcountry that that area is no longer considered roadless, and is therefore not available for wilderness designation.

Although ORVers frequently state that more riding opportunities must be provided for them, the fact is that they already have the largest share of the available trail system. Despite the fact that ORVs compose a minority of backcountry use, the majority of Idaho lands and trails are designated motorized. Idaho Wilderness Defense Coalition

studies show a preponderance of existing motorized trails and roads in the Boise Forest, Salmon River foothills area of the Challis Forest, BLM lands, the Burley and Twin Falls Ranger Districts, Lime Creek and the South Fork Boise River area, parts of the Ketchum Ranger District, the remainder of southern and southeast Idaho, other parts of Idaho, and the nation in general. The Sawtooth Forest is the only forest in central and southern Idaho which has less than 50 percent motorized trails. Hikers and horsemen find this an asset; a reason to visit the Sawtooth rather than forests like the Boise (76 % motorized), Caribou (83% motorized) or Targhee (67% motorized). See table 1 attached. Most BLM lands have few restrictions on motorized access. For example, the Shoshone District BLM reports that in the Sun Valley Planning Unit (bordering the Ketchum Ranger District) there are 192,000 acres open to ORV use; 42,799 acres with various limited restrictions, and only 9,712 acres closed to ORVs. These patterns are similar throughout Idaho, or have a higher percentage of acres open to ORVs.

In addition, backroads offer miles of riding to ORVs and there are currently 360,000 miles of roads in our National Forests, 9 times the size of the Interstate Highway System. The Forest Service plans to build 33,000 more miles in the next 10 years.

2. Section 4 (d)(4) states that "The Secretary shall ensure that grant monies...are employed for the use and benefit

of...motorized and non-motorized trails use". It is important that this wording be changed to say that monies would be used for "motorized or non-motorized use." Any trail that includes motorized travel effectively becomes exclusively motorized. Hikers, hunters and horseback riders will very rarely choose a motorized trail for their recreation. They prefer the solitude and peace of a multiple-use non-motorized trail.

The majority of ORV riders are men without disabilities who could just as well walk. They are an elite few who can afford the cost of these vehicles and are likely to become fewer as the price of gasoline continues to rise. Hiking is a much more democratic sport which can be enjoyed for the price of a pair of shoes. "Recreation is valuable in proportion to the intensity of its experiences and to the degree to which it differs from and contrasts with workaday life. By these criteria, mechanized outings are at best a milk-and-water affair." (quote from Aldo Leopold).

3. Section 4 (a) gives grants to the States for the purposes of constructing and maintaining recreational trails. Section 4 (e)(1) states that "Each agency of the United States Government that manages land on which a State proposes to construct or maintain a recreational trail pursuant to this Act shall cooperate with the State and the Secretary in planning and carrying out the activities described in subsection (d) on such land." (emphasis added). We have

a strong objection to this provision and grave concerns about its implications. This provision would ignore the enormous commitment of resources that have gone into Land Use Plans formulated over the last 15 years by both the Forest Service and BLM. It directs these agencies to carry out the construction of trails without benefit of the federal environmental regulations, such as the National Environmental Policy Act, the National Forest Management Act, the Federal Land Policy and Management Act and the Endangered Species Act. Importantly, it also denies the public any chance to comment on a proposed trail, as provided by these regulations. Is it Congress's intention to give carte-blanche to the States to create new jeep and motorized vehicle trails and travel patterns in roadless areas and areas of important wildlife habitat without compliance with environmental protection laws or consideration of hunters, anglers and hikers?

Gentlemen, if you're serious about helping our trails system, there is a better use for this fund. The money should be allocated to enhance the recreation budgets of the federal agencies which are chronically underfunded. They can best make land resource judgments; they know the land and what is needed. Why create yet another bureaucracy in our hopelessly debt ridden government?

Thank you for your time.

Table 1

National Forest motorized miles in central and southern Idaho

	Total Trail Miles	Miles Non-motorized	Miles Motorized	Percent Motorized
Sawtooth National Forest Source: SNF 1989	1613	856	757	46%
Boise National Forest Source: BNF 1989	969	236	733	76%
Challis National Forest Source: CNF 1988	1600	700	900	56%
*Salmon National Forest	1164	510	654	56%
*Payette National Forest	2128	717	1200	56%
*Caribou National Forest	1240	206	1034	83%
*Targhee National Forest	1150	380	770	67%

* Source: Idaho Parks & Rec 1985 Idaho Recreational Trails Inventory

STATEMENT OF TOM GLASS

NATIONAL RECREATIONAL TRAILS FUND ACT

S. 2150

FIELD HEARING OF THE U.S. SENATE SUBCOMMITTEE ON WATER RESOURCES, TRANS- PORTATION & INFRASTRUCTURE	STATEMENT OF THE IDAHO STATE SNOWMOBILE ASSOCIATION

Idaho Falls, Idaho
August 22, 1990

INTRODUCTION

The Idaho State Snowmobile Association is the organized voice for the sport of snowmobiling in Idaho. It was organized shortly after the recreational snowmobile came on the market to promote the sport; encourage safe and responsible use of snowmobiles; sponsor the enactment of fair and equitable land-use laws and regulations at all levels of government concerning the ownership and use of over-the-snow vehicles; and develop cooperative, productive relationships with public land management and regulatory agencies. Thus, we are very pleased to support this Bill that would create a nationwide program similar in many respects to what we now have here in Idaho.

Idaho snowmobilers played a key role in developing what we believe is now one of the best Off-Highway-Vehicle Programs in the nation. In the early stages they invested a

great deal of "sweat equity" in the program and it still depends to a significant degree on volunteer labor to do such things as clear trails, clean up parking lots and operate trail groomers. The snowmobile portion of the current program is funded through allocations from the State OHV Gas Tax Fund and the annual registration fees paid by snowmobile owners.

GENERAL COMMENTS

We strongly endorse the concepts embodied in the National Recreational Trail Fund Act, S. 2150 and its counterpart in the House of Representatives. It identifies a source of tax revenue and allocates this revenue to benefit those who have paid it in the form of gasoline taxes. This is also in keeping with the philosophy of the current administration that those who benefit from a government program or service should contribute, to the extent that they are able, to its support.

Thus we are very concerned that the advisory machinery established under this act gives equal voice to non-motorized recreation representatives who contribute little or nothing to its funding. We strongly urge the Subcommittee to revise the makeup of the Advisory Committee to give the majority to motorized recreation representatives. As an alternative, we suggest you consider establishing a 9th position of Chairman that would vote only in the event of a tie. This Chairman

position to be filled on a rotating basis only from representatives of motorized recreation.

We recognize that part of something is better than all of nothing. However, the so-called preservationist or exclusionist groups are relentless and uncompromising in their efforts to eliminate motorized recreation from all public lands, while seeking taxpayer dollars to underwrite their own agenda. The Bill, as proposed, provides a framework for the Sierra Club and the Wilderness Society, etc. to sabotage motorized recreation projects while giving them equal access to the pot of gold they have long been seeking. We encourage you to establish the balance on the Advisory Committee in favor of those who contribute.

SPECIFIC CONCERNS

(1) In Idaho the majority of groomed snowmobile trails are, in fact, roads that are snow covered. These roads may or may not be open to motorized travel during other seasons. We strongly recommend that this Bill include language defining such a road, when snow covered, as a trail for the purposes of this Act.

(2) In Idaho and other western States many of the most popular and heavily used snowmobile areas are in vast, open areas with no identifiable trail as such. These are commonly referred to as "play areas". We urge the Subcommittee to

include language in this Bill stating that development and maintenance of parking, access and service facilities for such areas is an authorized use of funds allocated under this Act.

(3) The explanation that accompanied the letter inviting us to participate in this hearing includes the following statement: "In fairness, no proposal can be funded that doesn't benefit motorized recreation". We urge that this concept be included in the law itself. Further, it seems grossly unfair for money under this Act to be used for the development of trails in areas where motorized access and even such every-day tools as a gasoline powered chain saw are prohibited by law, ie. established Wilderness Areas.

(4) The pressure on public land agencies to close existing trails and areas to motorized recreation is unrelenting. We would be less concerned about use of funds under this Act to establish or maintain trails in Wilderness Areas if the Act contains a caveat that developments under this Act cannot be used as a rationale for excluding motorized recreation in areas where it is currently authorized.

(5) Unless regarded as implicit in the purposes of the Act, we recommend that enforcement of vehicle registration and trail-use laws and regulations be identified as a legitimate use of grant monies under this Act. We would also

very much like to see Search and Rescue activities identified specifically as an authorized function.

(6) How ever the Advisory Committee is constituted, we are sure that there will be instances when complete agreement or concensus cannot be reached. This could hamstring worthwhile projects. We suggest that the Bill contain language requiring the Grant recipient to actively solicit and give full, fair consideration to input from all interested parties. But, authority to make decisions should rest with the entity administering the Grant.

(7) Idaho snowmobilers are generally quite willing to share our glorious outdoors with all responsible users. While we recognize that there are many areas where multiply use trails would not be appropriate, we recommend that the Act (or the implementing Regulations) discourage exclusivity and promote cooperative use and shared facilities among the various user groups.

Respectfully submitted,

Tom Glass, President
Idaho State Snowmobile Association

P. O. Box 3177
Boise, ID 83703

Phone (208)344-9749

IDAHO TRAIL MACHINE ASSOCIATION, INC.

Conservation — Courtesy — Safety

August 20, 1990
FAX TO 202-224-1273

P.T.M.A.
P.O. Box 4459
Pocatello, Id.
83205

I.F.T.M.A.
P.O. Box 2345
Idaho Falls, Id.
83401

M.V.T.M.A.
P.O. Box 1023
Twin Falls, Id.
83301

S.R.T.R.A.
Rt. 2, Box 72
Rupert, Id.
83350

T.V.T.M.A.
P.O. Box 1913
Boise, Id.
83701

Environment and Public Works Committee
Subcommittee on Water Resources, Transportation
and Infrastructure
United States Senate
Washington D. C. 20510

Attention: Janet Burrell

Re: National Recreational Trails Fund Act

Dear Committee Members:

The Idaho Trail Machine Association, Inc. applauds the intent of the proposed National Recreational Trails Fund Act to maintain and improve recreational trails throughout the nation.

The legislation is particularly significant to the Western States that have the vast majority of the public lands. Because of this, these states also have the most expansive trail systems in place. This brings us to the proposed allocation of the National Recreational Trails Fund. We believe the "50% divided proportionate to off highway recreational fuel use" should contain a provision for apportioning the funds based on the percentage of public lands and the trail system mileage in the affected state. It is our concern that states with large populations may well have far more OHVs than the less populated Western States, but may not have near the potential for expanding trails as the Western States do.

In the case of Idaho, nearly 67% of the state is public lands with an estimated 15,000 miles of single track trails still on the Forest Service inventory. This total does not include the many hundreds of miles of primitive two track vehicular trails both on BLM and Forest Service lands. Yet Idaho with a population of slightly more than one million cannot begin to muster the sheer number of OHVs the more heavily populated states can. Thus, the imbalance in the division of the National Recreational Trails Fund.

IDAHO TRAIL MACHINE ASSOCIATION, INC.

Conservation — Courtesy — Safety

Again, we admire the basic concept of this proposed legislation and urge the subcommittee to recommend it for passage on the floor of the Senate. If you have any questions or if I can be of any assistance, please let me know.

Sincerely,

Steve Gunderson, President
10249 Treeline St.
Boise, Idaho 83704
208-383-3819 Bus
208-377-1296 Res

P.T.M.A.
P.O. Box 4459
Pocatello, Id.
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S.R.T.R.A.
Rt. 2, Box 72
Rupert, Id.
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T.V.T.M.A.
P.O. Box 1913
Boise, Id.
83701

SNOWMOBILE NORTH DAKOTA

An Organization of North Dakota Snowmobile Clubs
1424 W. CENTURY AVE., SUITE 202 ● BISMARCK, ND 58501 ● (701) 224-4887

TESTIMONY - SENATE BILL 2150
COMMITTEE ON ENVIROMENT AND PUBLIC WORKS
SUB-COMMITTEE TRANSPORTATION
AUGUST 22, 1990 12:00 P.M.

Chairman and members of the committee. I am Steve Thilmony, Snowmobile Program Administrator for Snowmobile North Dakota. I am here to request your support for Senate Bill 2150, The National Recreational Trails Fund Act of 1990.

North Dakota is unique in several aspects:

- The Snowmobile program had a limited budget that was not adequate to maintain snowmobile system until 1990.

- 96% of the property in North Dakota is owned by private individuals.

- Snowmobile North Dakota, which is an organization of 35 clubs, who administer the snowmobile trail fund.

Due to the lack of funds and limited snowmobile trails resulted in excessive snowmobile accidents on private lands and road ditches. It was estimated that 1 accident for every 350 registered snowmobiles occured due to the cost of trail development and maintance expenses. Due to the additional funds realized in 1990, resulting in trail development, the accident rate has been reduced to 1 in every 950 registered snowmobiles. This has shown that snowmobile trails are safer than riding on private properties.

With limited trails it is difficult to draw the average snowmobiler out of the open areas. We need the funding to draw the snowmobilers to the trails so we can keep the sport safe.

Due to the fact that 96% of our property is owned privately, it requires North Dakota to aquire hundreds of land leases. With the help of the National Recreational Trails Fund Act, we would be able to obtain more land leases and fund to build safer and more enjoyable snowmobile trails.

With the snowmobilers of North Dakota administrating the snowmobile trail fund for North Dakota Parks and Recreation

The National Recreational Trails Fund Act of 1990 will create a win, win situation for the state of North Dakota and the snowmobilers.

Thru a private survey contracted by North Dakota State Parks and Recreation and Snowmbile North Dakota, the trail fund spent $35,000 in the 1988-1989 season. North Dakota received eighteen million in revenue from the snowmobilers relating to items and expenditures incurred in North Dakota. With the help of National Recreational Trails Fund Act, North Dakota will see even more economic benefits which is needed in our agricultural state.

The Snowmobilers of North Dakota need a safe enviroment to ride. The cross-country skiers need a safe place to ski. The ATVers need a safe riding area. North Dakota needs the National Recreational Trails Fund Act to help provide the safe enviroment for the objects mentioned.

SNOWMOBILE NORTH DAKOTA

An Organization of North Dakota Snowmobile Clubs

August 20, 1990

RESOLUTION: Regarding Snowmobile North Dakota's unanimous support of the National Recreational Trails Fund Act of 1990 (S.2150 and H.R.4040)

Be it resolved that Snowmobile North Dakota (SND), representing 1,600 family snowmobilers and over 10,000 registered snowmobiles in the State of North Dakota, is in complete and unanimous support of U.S. Senate Bill 2150 and U.S. House of Representatives Bill 4040, more appropriately cited as the "National Recreational Trails Fund Act of 1990".

Be if further resolved that SND strongly urges the Senate Environment and Public Works Committee to find in favor of S.2150 and recommend passage of the National Recreational Trails Fund Act of 1990, including amendments proposed by the International Snowmobile Council (ISC).

Having successfully passed critical funding legislation in North Dakota in 1988 which refunds State gas tax monies to the North Dakota State trail tax fund, snowmobilers in North Dakota are keenly aware of the funding requirements to support safe, environmentally secure, off highway, recreational use trails in the State of North Dakota and elsewhere across the snowbelt of the United States. As many snowbelt state legislatures have shown, it is equitable and prudent to assure availability of financial means to maintain and improve recreational trails and off highway terrain by reserving for those purposes a portion of fuel use taxes imposed on motor fuel used in off highway recreational trail motors.

For these aforementioned reasons, SND strongly urges the Senate Environment and Public Works Committee and the legislature of the United States of America to take the same responsible action by passing the National Recreation Trails Fund Act of 1990 and creating a National Recreational Trails Trust Fund.

Be if finally resolved that this resolution be presented at the August 22, 1990 Senate Environment and Public Works Committee hearings in Idaho Falls, Idaho, and copies be sent to all United States Congressional members from North Dakota.

Adopted August 20, 1990
Bismarck, ND 58501

James D. Eslinger

James D. Eslinger
Vice President
Snowmobile North Dakota

Statement by:

Richard L. Curtis
6020 West Arco Hwy
Idaho Falls, ID 83402

for the record of the hearings on S2150, the
National Recreational Trails Fund Act of 1990
held in Idaho Falls, Idaho an August 22, 1990.

My name is Dick Curtis representing myself and other non-motorized users of our public lands.

I appreciate the opportunity to provide input to this Senate subcommittee hearing.

I would like to go on record as being opposed to the passage of S2150, the National Recreational Trail Funds act of 1990. My reasons are numerous but today I'll focus on three areas: 1) Economic, 2) Environmental, and 3) Public Safety.

As a conservative Republican I'm opposed to S2150 for the obvious reason that it wastes government funds for the benefit of a very small minority of public land users. This bill is not designed to serve the average American but rather was written for a special interest trade group. In fact, the toughest problem with this bill is trying to identify the primary beneficiaries but it will either be the Japanese ORV manufacturers or the Arab oil cartel. With the Federal debt approaching $4 Trillion and annual deficits of hundreds of billions of dollars, we must spend taxpayer's funds on needed projects such as maintaining our existing highways & bridges; projects that benefit all our citizens. I fully expect U. S. Senators to make budget decisions on top priority required public works and not look for opportunities to waste taxpayers money as is being done here. On a scale of 1 to 10 where does this bill lie in importance to the average American? My guess would be somewhere below 1.

I hike several hundred miles annually on trails throughout our nation and can testify that our trail system is in relatively good shape compared to the roads that we all use to try to get safely back and forth to work each day. I would therefore insist that highway funds be spent on highways not trails.

Webster defines a trail as "a path or track made across a wild region or over rough country" and a trail Bike as "a motorcycle adapted for traveling on rough terrain or trails". Now the motorcycle manufacturers with this bill are promoting development of more and better trails so they can sell more machines! While this might be ok for an American industry, its disturbing when Japanese companies get involved. And it is precisely companies such as Yamaha, Kawasaki, Polaris, Bombardier, Honda, and Suzuki who make up the editorial staff of the so called Blue Ribbon Coalition, the primary drafter of this bill.

From an environmental standpoint, dirt bikers and their machines have left significant long lasting scars on our countryside and have caused and continue to cause erosion problems not only on public lands but on private lands. We have numerous areas around Idaho Falls that have been mistreated and I'm sure all of us here have seen other areas that have been trashed by dirt bikers. Now is the time to start limiting the use of these machines on public lands rather than promote further use by creating additional trails. Its interesting that France recently passed legislation prohibiting dirt bikes on public lands and of course the Japanese would never think of letting the trail bikers run wild on their public lands. From an environmental standpoint this bill opens up Pandora's box of evils by promoting more use of our public lands for noxious, noisy motorized activities.

Finally, let me close on the safety issue. Our government has documented the hazards of operating ORVs and has banned certain types of these machines from importation into our country. However, we still have an abundance of serious injuries every year which leave hundreds of individuals maimed for life. These injuries frequently take place on relative flat, familiar terrain close to home and medical assistance. Since ORV/ATVS have been shown to be inherently unstable devices, even on gentle terrain, it seems incongruous to spend tax dollars to promote their use on public lands. This bill is written to spend $50M annually for improvement and development of trails. To make trails in rough country safe for basically unsafe devices, will cost many times that amount. By the passage of S2150 we would be pretending that we are making trails safe while actually only moving the deck chairs around on the Titanic. In addition, by upgrading trails for motorized use, the non-motorized users of the trails will be inevitably exposed to the conflicts and hazards caused by these machines.

Rather than spending millions in taxpayers dollars to upgrade all trails, for a few boys to ride their foreign made toys on, I recommend leaving the trail system alone. It isn't broken. If it isn't good enough for ORVs, then close the trails to them and promote healthy, non-motorized activities on public lands. The savings to taxpayers can go toward eliminating a federal debt which is in even worse shape than our highways.

Idaho Trails Council

Trail Users: Bicyclists - Guides & Outfitters - Hiking Organizations - Historical Trails - Horse Trail Riders - Motorcyclists - Ski Tourers Snowmobilers - Urban & Educational Trails - Waterway Trails - Youth Outdoor Groups

Land Owners and Management Agencies: U.S. Bureau of Land Management - U.S. Forest Service - U.S. National Park Service - Idaho Department of Fish & Game - Idaho Department of Lands - Idaho Department of Parks & Recreation -Private Landowners / Industrial Forests

Aug. 22 1990

To: Senator Steve Symms

From: Idaho Trails Council, Inc.

Subject: National Recreation Trails Act of 1990

Please enter this statement in the records of your hearings of this date held in Idaho Falls, Idaho. This statement was approved at the meeting of the Board of Directors held Aug. 15, 1990 in Boise by representatives of a broad range of trail users and trail managers.

"The Idaho Trails Council supports the National Recreation Trails Act of 1990 provided it is modified to insure that trails open to either motorized or non-motorized users individually or jointly can be funded. See enclosed report.

Nationally, studies and surveys show that the fastest growing use of trails is near to home due to the increased number of families with two working parents, less vacation time and limited resources for extended vacations. In Idaho, we are especially short of urban trails and barrier-free (handicapped accesable) trails, and we have convereted very few rail/trails to meet this need. Even the federal land managers in Idaho are finding greater increase in trail use near urban areas.

The Idaho Trails Council defines "trails" as single track routes. At the Annual meeting in Coeur d"Alene, a motion was passed opposing any modification of single track trails to accomodate ATV"s and 4-wheel vehicles. We believe funds from the act for "ATV's Routes" for these recreationists should be used to open and improve only two track jeep roads and old mining roads.

Due to the rapid increase in trail recreation of all kinds, there is a great need for additional and reliable funds for trails. We appreciate the initiative you have taken to help meet this need. We sincerely hope you will consider our suggestions for changes. We belive it will increase the likelihood for passage of this much needed source of trail funds."

Sincerely,

John Bieber

[illegible] President

THE NATIONAL RECREATIONAL TRAILS FUND ACT

The Government Accounting Office reported last September that the nation's recreational trail system is in "serious disrepair." In National Forests alone, nearly 59,000 miles of trails desperately need upgrading and reconstruction. The GAO report also pointed out the harm that such neglect does to both recreational opportunities and the environment -- making trails "unusable and dangerous," and causing significant "resource damage." GAO's explanation for this failure: Funding that has fluctuated from year to year, and been consistently less than that needed to keep trails in good condition.

The National Recreational Trails Fund Act creates a mechanism to address these problems. Structured similar to the Motorboat Safety Fund, it allocates the fuel use taxes paid by "off-highway recreational fuel users" to a fund expressly for maintaining and improving recreational trails. The balance of the fund is annually dispersed to the States, who must develop similar programs of their own at a State level. The States then select trail proposals to fund.

The most sensitive part of the bill is how it allocates monies that are mostly paid by motorized recreation so that non-motorized recreation can still benefit. The bill does this through a requirement that each grant proposal contain elements that benefit (and have the support of) both interests. In fairness, no proposal can be funded that doesn't benefit motorized recreation. But non-motorized recreation must also participate, at least in part, in every qualifying proposal.

For example, a grant for motorcycle trail rehabilitation might include the restoration of a non-motorized trail somewhere else. A scenic hiking trail open to snowmobiles in the winter also could qualify for funding, but having both motorized and non-motorized use on the same trail is not necessary.

Some of the more technical aspects of administering the Trails Fund are left to the National Recreational Trails Advisory Committee, composed of 8 members equally divided between motorized and non-motorized recreation. A sample activity of the Committee might be developing definitions for what types of "trailhead" development would qualify for funding.

It should be noted that the bill is silent on federal land management questions. Current use designations are not altered by any provision of the Act.

State of New Hampshire
Department of Resources and Economic Development
Division of Parks and Recreation
105 Loudon Road, P.O. Box 856, Concord, NH 03301-0856

Wilbur F. LaPage
Director
603 271-3255

Parks Bureau
603 271-3556

Trails Bureau
603 271-3254

Technical and
Community
Assistance
603 271-3627

Information
and Education
603 271-3254

REGIONS:

Northern
603 788-3155

Central
603 323-7350

Southwest
603 547-3497
Off-Season
603 547-3373

Southeast
603 485-9874

Seacoast
603 436-6607

Sunapee-Pillsbury
603 763-2356

Franconia-Crawford
603 823-5563

FAX #
603 271-2629

Help Line
TDD Relay
225-4033
1-800-992-3312

August 17, 1990

Honorable Steve Symms
509 Hart Building
Washington, DC 20510

Dear Senator Symms:

I am writing to strongly endorse the concept of the National Recreation Trails Act of 1990 known as S-2150 and HB 4040.

As administrator of New Hampshire's off highway vehicle program the past 12 years and a long time member of the International Association of Snowmobile Administrators I have been aware that the off highway vehicle user has been contributing to the Highway Trust Fund. Taking into consideration the overwhelming need for support funding for recreational trails of all kinds the time has come to equitably fund our overused and underfunded trail systems.

One draw back to the proposed legislation is the fact that the burden of support again falls to the motorized off highway vehicle user for all kinds of trails. Despite this fact almost all OHRV users support (as does NH) the fine legislation you've proposed.

It might interest you to know that NH has had in place since 1978 the permanent provisions for eligibility outlined in the legislation.

We have:

a. A state recreational trails advisory;
b. A tax imposed on fuel used in OHRV's is reserved for use in constructing and maintaining recreational trails;
and
c. certainly our grant application would conform to uses outlined in the bill.

In my discussion of S-2150 with NH snowmobilers some concern was expressed over how and who would be administering the fund within the states. Most of the comments were suggesting that some measures might be introduced to assure that state agencies currently responsible for recreational trail development and maintenance would administer the revenues generated and approved for that jurisdiction.

Discover the New Hampshire Heritage Trail!

Presuming S-2150 and HB 4040 gathers enough support to become law this bureau believes that the initial step will have been taken to insure a strong environmental and economical foundation for NH recreational trails.

Sincerely,

Douglas Eoute

Doug Eoute, Chief
Bureau of Off Highway Vehicles

DE:b

August 12, 1990

Honorable Steve Symms
United States Senate
Washington, D.C. 20510-1202

Dear Honorable Symms:

As a young Boy Scout I appreciate to work you are doing to help keep our Idaho trails in good condition, and working to upgrade those who need work.
Keep up the good work

Sincerely,
Bryan Arnell

Life Boy Scout
working on Eagle

93 AUG 13
036627

Bryan Arnell
Box 53
St. Charles, Id. 83272

AUG 22

AUGUST 19, 1990

SENATOR STEVE SYMMS
U. S. SENATE
WASHINGTON, D.C. 20510

RE: S.2150

DEAR SENATOR,

I AM AWARE THAT IT IS LATE TO BE WRITING ABOUT THIS BILL BUT I HAVE JUST BECOME AWARE OF IT.

THERE IS GREAT NEED FOR OFF ROAD TRAILS AND RIDING AREAS AND IT SEEMS THAT THERE IS LESS AND LESS ALL THE TIME.

IT WOULD SEEM THAT A VERY LITTLE MONEY COULD DO SO VERY MUCH GOOD FOR OFF ROAD RECREATION. IT ALSO WOULD SEEM FAIR THAT THE HIGHWAY TAX PAID BY THE OFF ROAD MOTORCYCLIST SHOULD GO TO SUITABLE RIDING AREAS.

YOUR CONTINUED SUPPORT FOR S.2150 WILL BE GREATLY APPRECIATED.

YOURS TRULY,
CURTIS W. BROWN

820 SHADY LANE
FARMINGTON, NEW MEXICO, 87401

AUG 27 1990

To: Senator Steve Symms
FROM: Natalene Cummings
Re: Off Road Vehicle (ORV) Gas Tax for Trail Management
08/21/90

I am writing to inform you that I am opposed to the use of fuel money from the purchase of Gas for the operation of ORVs to maintain trails on Public lands. This would give the ORV community FAR too much power in the area of trail management.

Most of the non-ORV community resents this infusion of power into our recreational lands and activities.

I am an avid backpacker and day hiker. The sound of ORV's and the scars they leave behind on the land are offensive to me when I'm in the back country, trying to "get away from it all."

I don't know how many times (and it's been quite a few) I have come across a sign displaying: "No motor vehicles beyond this point" only to find it broken in half and laying flat on the ground. The dune (or other sensitive area) behind it scarred with ORV tracks - vegetation destroyed.

91.

As far as I'm concerned, the ORV community should pay for the damages done.

I request that this letter be entered into the proposal hearings concerning this matter.

Sincerely,

Natalene Cummings
P.O. Box 93
Salmon, Id 83467

SENATE COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS
SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION,
AND INFRASTRUCTURE

Comments for the record on S. 2150,
The National Recreational Trails Fund Act

I am writing to oppose this plan to use highway trust funds to build motorized trails in roadless areas for the following reasons:

First, highway trust money needs to be used to repair and maintain highways, many of which are in rotten shape. After all, hikers, ORV users, snowmobilers and skiers all use the highways to get to their destinations. If trust money is used for trails it will only cost us more taxes to maintain highways, plus then we'll have to maintain the new trails too. Moreover why sould all of us pay for the recreation of the rich who can afford expensive toys like ORV's and snowmobiles?

Second, we should not be encouraging recreation that uses petroleum products, it's bad for our economy and bad for our health. We need to put our gas consumption priorites straight, people need to get to work, etc. We shouldn't was gas tearing up public lands.

Third, motorized and nonmotorized use of a trail are totally incompatible so any claim that these would be multiple use trails is a smokescreen. The Blue Ribbon Coalition, which is the chief author of this bill, is a vocal organization of motorized recreationalists and does not represent the many of us who prefer to spend our recreation time in quiet places and want to protect the land, not further pillage it.

S. 2150 should be rejected by this committee.

Garney Hardy

Garney Hardy
1686 Brentwood Dr
Idaho Falls, ID 83402

Senator Steve Symms
U.S. Senate
Washington, D.C.
20510

Bart J. Hill
246 E. 20th Street
Idaho Falls, Idaho
83404

Dear Congressman,

I want to express my sincere appreciation for your submission of Senate bill S.2150. To me this shows that you are truly concerned about all forms of off-road recreation and not just hiking or horseback riding.

I participate in a variety of outside recreational activities which include hiking, camping, cross-country skiing, trail biking, mountain biking, and off-road driving. To me, a policy which advocates proper use of natural resources for all forms of recreation is the only fair policy to have. Many people enjoy the out-of-doors and look forward to opportunities to get out and away from the cities. Your bill will allow the majority of these people to do this.

Many times bills in the Senate, which are directed at recreational use of public lands, only look at one point of view. The Sierra Club and related organizations are famous for pushing bills which limit public lands to only non-motorized or on-foot-only forms of recreation. This is too one sided and does not allow legitimate forms of motorized or mechanized off road recreation. The overwhelming majority of people use their vehicles to go camping, fishing, or hunting as well as trail riding or just exploring. It is the relative few who don packs and hike back into the woods for enjoyment.

It is very refreshing to see that you are trying to take care of the needs of the people who really elected you and not just the special interest groups who only want to further their own individual goals.

Once again, thank you for submitting Senate bill S.2150. I know that everyone who favors a balanced recreational use plan for public lands is behind you.

Sincerely,

Bart J. Hill

August 27, 1990

Senate Committee on Environment and Public Works
Subcommittee on Water Resources, Transportation,
and Infrastructure
Washington, DC 20510-6175

Dear Sirs:

I am opposed to the National Recreational Trails Funds Act, S2150, 1990. My opposition stems from the fact that this "trails" bill is really a bill to build off-road motorized race paths through the forest, not to maintain and build walking paths.

I hike and horseback ride extensively on National Forest land. In areas where motorized vehicles (motorcycles, 3 and 4 wheel all-terain vehicles, and jeeps) are used, there is always excessive damage. The damage is primarily off-trail. The operators cannot resist tearing up ridges, gutting meadows, gouging trils by riding them when they are muddy, etc. Many areas are posted to try to keep the riders on the trail, but to no avail. A large portion of the motorized group has the Evil Kinevil attitude, tear around fast and noisy.

S2150 will encourage more off-road motorized use (since its backers are largely dealers and manufacturers). With this comes more trail damage, more injuries, and land abuse. The money would be better used if appropriated to road repair and the encouragement of non-destructive trail use, such as walking, which any off-road vehicle operator is certainly capable of.

Sincerely,

K R Katsma

K. R. Katsma
1863 Rainier
Idaho Falls, Idaho 83402

August 30, 1990

RE: National Recreational Trails Fund Act of 1990

The Iowa State Snowmobile Association,a member of the International Snowmobile Council, representing the snowmobilers of the State of Iowa, is in support of the concept of the National Recreational Trails Fund Act of 1990.

Outdoor recreation is a vital ingredient in the normal day to day life of our U.S. citizenry. The construction and maintenance of recreational trails are, therefore,of extreme importance in providing support for the various recreational activities.

Snowmobilers and other motorized recreationists across the nation, pay thousands of dollars annually into the motor fuel tax fund, based on the fuel consumed in their machines. These dollars are critical to the continuation of adequate trails . Senate Bill 2150 provides a means to greatly enhance the recreational trails of this country through a return of those tax dollars into the trail programs of the States. This bill should be passed into law as soon as possible.

Richard C. Melick
President
Iowa State Snowmobile Assn.

Minnesota United Snowmobilers Association
P. O. Box 293
Spring Park, Mn. 55384

September 1, 1990

Environment and Public Works Committee
Attention: Ms. Janet Burrell
United States Senate
Washington, D.C. 20510

RE: NATIONAL RECREATIONAL TRAILS FUND ACT OF 1990
SENATE BILL 2150

Dear Ms. Janet Burrell:

The Minnesota United Snowmobilers Association with a family membership over 7,100 unanimously endorses the following resolution regarding the NATIONAL RECREATIONAL TRAILS FUND ACT OF 1990.

Whereas the Highway Trust Fund has been funded by a Federal fuel use tax on gasoline, thus establishing a direct relationship between the use of Federal highways and payments into the Fund; and
Whereas the construction and maintenance of recreational trails used by off-highway recreation vehicles receives no priority in the budgetary process of the Highway Trust Fund; and
Whereas it is both equitable and prudent, for safety, environmental protection, and recreation resource reasons, to assure availability of funds to maintain and improve recreational trails by reserving for those purposes a portion of Federal fuel use taxes imposed on motor fuel used in off-highway recreation trail motors;
Now, therefore, be it resolved that the Minnesota United Snowmobilers Association hereby endorses the concept contained in S. 2150, "The National Recreational Trails Fund Act of 1990," and its counterpart, J.R.4040.
Further, the Minnesota United Snowmobilers Association in conjunction with the International Snowmobile Council applauds the leadership of Senator Steve Symms and Representative Larry Craig who introduced this legislation in the U.S. Senate and the U.S. House of Representatives.

Respectfully submitted on the behalf of the membership,

Bill Kullberg

Bill Kullberg - President
Minnesota United Snowmobilers Association

Tom

August 29, 1990

United States Senator Steve Symms
Senate Office Building
Washington, D.C. 20510

Dear Senator Symms,

I regret that I was unable to attend the public hearings in Idaho on August 22, 1990 on the National Trails Fund Act. I am Secretary and Legislative Officer of Central New York Quad Riders ATV Club and we are very interested in seeing this bill pass. New York State scarfed away a dedicated trail fund of over one million dollars in May of this year and allocated it to the general fund. Needless to say, those of us that have been paying $5.00 each year toward trail development through registration fees are very upset. The national trail system is probably the last attempt we, as trail users, can make.

Our club, with a membership of 65 presently, is writing letters to the congressmen and senators that represent us from the state of New York. These letters are being returned for copying and forwarding to the various representatives as of today's date. We wanted to be sure that you knew that the bill has our support and we are doing our part to promote it's passage.

Thank you for your interest and concern on the trails topic. Our government is too quick to condemn ATVs and would like to see them outlawed. It's time that our representatives realize that there are hundreds of thousands of ATVers and others that want and need a unified trail system.

Sincerely,

Cheryl A. Nelson

Cheryl A. Nelson, Sec.
Central New York Quad Riders
P.O. Box 160
Freeville, NY 13068

August 22, 1990

Dear Senators Moynihan and Symms,

Please enter the following statement in the records of the August 22, 1990 hearing on the National Recreational Trails Fund Act, S.2150.

"There is a very great need for a reliable funding source for trails in this country, and I congratulate you for taking the initiative to address this need. As editor of Trailhead, a 16-page bimonthly newsletter here in Idaho, I receive a wide variety of trail news from across the country as well as from Idaho. This makes me keanly aware that better and more trails are needed for all types of trails recreationists.

I fully support this act as described most recently. As explained, the bill requires that each grant proposal contain elements that benefit both motorized and non-motorized trail recreationists. If, indeed, grants are required to benefit both a trail for motorized and another trail for non-motorized, this requirement must be more clearly stated in the bill.

I do not support a bill that only provides funds for trails which allow motorized use because this will not address one of the greatest trail needs, that is, trails in or near urban areas. With increasing numbers of working parents, families have less time off together; therefore, urban trails have seen a great increase in use. It is certainly obvious that many urban trails used by families and young children can not safely allow motorbikes on them. These trails are badly in need of financial support due to heavy cuts in LWCF budgets. They save on local fuel consumption rather use fuel, but this should also be encouraged on the national level.

In Idaho, funds generated from ORV fuel tax rebate have been a great asset for improving trails on federal lands which are open to all users. These funds have been amplified by the work of many volunteers. Additonal funds on the federal level can help reduce the backlog of trail maintenance needed on these trails.

Trail deterioration occurs fastest on the most heavily used trails. Many of these are the trails closest to towns and cities, and in Idaho, public lands often come to the edge of the suburban areas. Funds for heavily used trails should not be restricted to those which allow motorized use, but I do believe adequate trails nearby should be provided for motorized use. This is an area where additional trails may be needed to help eliminate travel off of trails which is especially hard on the environment."

Sincerely,

Bernice E. Paige

Bernice E. Paige
P.O.Box 1629
Sun Valley, ID 83353

Daniel Douglas Smith
8030 S.W. 160th Ave
Beaverton, Or. 97007
(503) 649-3766

Sen. Steve Symms,

Re. National Recreation Trails Fund Act

Congratulations on a badly needed piece of legislation. Please send me a copy, bill S2150. As I see it, we need to form a coalition of interested parties to help pass this bill. The slumping motorcycle industry in America could be very interested in this bill and should be called upon to financially support such a coalition.

You have my full support - Thank You.

Sincerely,

Daniel Douglas Smith

P.S. I have enclosed a copy of the letter I wrote to the editor. It was published in the July 11, 1990 issue of Cycle News.

UNITED FOUR WHEEL
DRIVE ASSOCIATIONS
of U.S. and CANADA

August 22, 1990

The Honorable Steve Symms
Senate Subcommittee on Water Resources, Transportation, and Infrastructure

Re: SUPPORT Position - National Recreational Trails Fund Act

FOR THE OFFICIAL RECORD

The United Four Wheel Drive Association is the international representative of four wheel drive owners who share a common interest in the access to public lands for motorized recreation. This recreational access to the primitive road system or "Jeep trails" of the National Forests, BLM land, etc. has been seriously reduced in recent years through political pressures. The groups responsible for these political efforts work to lock public land off from most of the public through efforts to change multiple use management to forms of singular or predominant use areas.

Our associations and clubs have taken a leading role in working through user-cooperative programs like Adopt-a-Trail/Road to assist in the maintenance and educate other users to avoid resource damage. We also are a charter member of the Tread Lightly program

We strongly support HR4040 but feel that several areas need clarification. The bill should target resources toward the primitive roads which are the primary interest of 4WD owners for dispersed recreational access. Without this emphasis, the bill will only target a small sector of the OHV enthusiasts. The 4WD market also pays the majority of road taxes amoung the OHV community.

We are also concerned that the administration of the funds from this program will not be equitable and motorized projects will not be funded proportionately with the source of revenue. Please clarify the bill to avoid these problems. The governing board should also be specified to represent a fair balance of motorized and non-motorized interests.

I appreciate the opportunity to comment on HR4040. Please keep me informed on this legislation.

Respectfully,
Doval L Hook
Dave Hook, Director/ Environmental Affairs
United Four Wheel Drive Associations

RESPECT...PROTECT...AND ENJOY: LAND, WATER, MOUNTAINS, AND SUN RESOURCES

II

101ST CONGRESS
2D SESSION

S. 2150

To set aside a fair proportion of the Highway Trust Fund monies for use in constructing and maintaining off-highway recreational trails.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 21 (legislative day, JANUARY 23), 1990

Mr. SYMMS (for himself, Mr. MCCLURE, and Mr. BAUCUS) introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

---

A BILL

To set aside a fair proportion of the Highway Trust Fund monies for use in constructing and maintaining off-highway recreational trails.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "National Recreational Trails Fund Act of 1990".

SEC. 2. FINDINGS.

The Congress finds that—

(1) the Highway Trust Fund was established to assure availability of the financial means to construct

and maintain a viable highway system in the United States;

(2) in order to equitably finance the Highway Trust Fund, a fuel use tax was imposed on each gallon of motor fuel sold, excluding sales of fuel for use in certain types of vehicles, thus establishing a directly proportional relationship between the use of Federal highways (as measured by fuel consumption) and payments into the Fund;

(3) not excluded from the fuel use tax are sales for use of fuel in motors of off-highway vehicles, highway vehicles when used off-highway, and other motors not used on highways, such as snowmobiles, all-terrain vehicles, motorcycles, chain saws, and outdoor electrical generators;

(4) like highways, the recreational trails and back country terrain used by off-highway vehicles must be constructed and maintained, but construction and maintenance of such recreational trails and terrain receives little priority in the budgetary processes of the land management agencies of the United States Government; and

(5) it is both equitable and prudent, for safety, environmental protection, and recreational reasons, to assure availability of financial means to maintain and

improve recreational trails and off-highway terrain by reserving for those purposes a portion of fuel use taxes imposed on motor fuel used in off-highway recreational trail motors.

SEC. 3. CREATION OF NATIONAL RECREATIONAL TRAILS TRUST FUND.

(a) IN GENERAL.—Subchapter A of chapter 98 of the Internal Revenue Code of 1986 (relating to trust fund code) is amended by adding at the end thereof the following new section:

"SEC. 9511. NATIONAL RECREATIONAL TRAILS TRUST FUND.

"(a) CREATION OF TRUST FUND.—There is established in the Treasury of the United States a trust fund to be known as the 'National Recreational Trails Trust Fund', consisting of such amounts as may be appropriated, credited, or paid to it as provided in this section, section 9503(c)(5), or section 9602(b).

"(b) EXPENDITURES FROM TRUST FUND.—Amounts in the National Recreational Trails Trust Fund shall be available for making expenditures to carry out the purposes of the National Recreational Trails Fund Act of 1990".

(b) DEPOSIT OF UNREFUNDED HIGHWAY TRUST FUND MONIES.—Subsection (c) of section 9503 of the Internal Revenue Code of 1986 (relating to Highway Trust Fund) is amended—

(1) by adding at the end thereof the following new paragraph:

"(5) TRANSFERS FROM THE TRUST FUND FOR OFF-HIGHWAY RECREATIONAL TRAIL FUEL TAXES.—

"(A) TRANSFER TO NATIONAL RECREATIONAL TRAILS TRUST FUND.—The Secretary shall annually pay from the Highway Trust Fund into the National Recreational Trails Trust Fund amounts (as determined by the Secretary) equivalent to the off-highway recreational trail fuel taxes received on or after January 1, 1990.

"(B) DEFINITIONS.—For purposes of this paragraph—

"(i) OFF-HIGHWAY RECREATIONAL TRAIL FUEL TAXES.—The term 'off-highway recreational trail fuel taxes' means the taxes under sections 4041, 4081, and 4091 (to the extent attributable to the Highway Trust Fund financing rate) with respect to fuel used in off-highway recreational trail motors.

"(ii) OFF-HIGHWAY RECREATIONAL TRAIL MOTORS.—The term 'off-highway recreational trail motors' means motors in vehicles and equipment used on recreational

trails or off-highway terrain, including vehicles registered for highway use when used on recreational trails or off-highway terrain."; and

(2) by striking subparagraph (C) of paragraph (2) and inserting the following new subparagraph:

"(C) EXCEPTION FOR USE IN AIRCRAFT AND MOTORBOATS, AND ON RECREATIONAL TRAILS, ETC.—The paragraph shall not apply to amounts estimated by the Secretary as attributable to—

"(i) use of gasoline and special fuels in motorboats or in aircraft, and

"(ii) use of gasoline in off-highway recreational trail motors as defined in paragraph (5)(B)(ii).".

(c) CONFORMING AMENDMENT.—Section 6421(e)(2) of the Internal Revenue Code of 1986 (defining off-highway business use) is amended by adding at the end thereof the following new subparagraph:

"(C) EXCEPTION FOR USE ON RECREATIONAL TRAILS, ETC.—The term 'off-highway business use' does not include any use in off-highway recreational trail motors as defined in section 9503(c)(5)(B)(ii).".

(d) CLERICAL AMENDMENT.—The table of sections for subchapter A of chapter 98 of the Internal Revenue Code of 1986 is amended by adding at the end thereof the following new item:

"Sec. 9511. National Recreational Trails Trust Fund.".

SEC. 4. NATIONAL RECREATIONAL TRAILS PROGRAM.

(a) IN GENERAL.—The Secretary, using amounts available in the Fund, shall administer a program of grants to the States for the purposes of constructing and maintaining recreational trails.

(b) STATE ELIGIBILITY.—

(1) TRANSITIONAL PROVISION.—Until the date that is 3 years after the date of enactment of this Act, a State shall be eligible to receive a grant under this Act if such State's grant application proposes to use grant monies for the purposes stated in subsection (d).

(2) PERMANENT PROVISION.—On and after the date that is 3 years after the date of enactment of this Act, a State shall be eligible to receive a grant under this Act if—

(A) the State has established a State Recreational Trails Advisory Board;

(B) the State imposes a tax on fuel used in off-highway recreational trail motors, and the revenues from such tax are reserved by law for use

in constructing and maintaining recreational trails; and

(C) the State's grant application proposes to use grant monies for the purposes stated in subsection (d).

(c) ALLOCATION OF MONIES IN THE FUND.—

(1) ADMINISTRATIVE COSTS.—No more than 5 percent of the expenditures made annually from the Fund may be used to pay the cost to the Secretary for—

(A) approving applications of States for grants under this Act;

(B) providing technical assistance to the States on recreational trail construction and maintenance activities funded by such grants; and

(C) paying expenses of the National Recreational Trails Advisory Committee.

(2) GRANTS.—Amounts in the Fund remaining after payment of the administrative costs described in paragraph (1), shall be allocated and paid to the States annually in the following proportions:

(A) EQUAL AMOUNTS.—50 percent of such amounts shall be allocated equally among eligible States.

(B) AMOUNTS PROPORTIONATE TO OFF-HIGHWAY RECREATIONAL TRAIL MOTOR FUEL USE.—50 percent of such amounts shall be allocated among eligible States in proportion to the amount of off-highway recreational trail motor fuel use during the preceding year in each such State, respectively.

(d) USE OF GRANT MONIES.—

(1) PERMISSIBLE USES.—A State may use grant monies received under this Act for—

(A) construction and maintenance of recreational trails;

(B) acquisition of easements;

(C) acquisition of fee simple title to property from a willing seller, when the objective of the acquisition cannot be accomplished by acquisition of an easement or by other means;

(D) development of trail-side facilities that meet goals identified by the National Recreational Trails Advisory Committee;

(E) with respect to an amount not exceeding 5 percent of the amount of grant monies received by the State, operation of environmental protection and safety education programs relating to the use of recreational trails; and

(F) with respect to an amount not exceeding 5 percent of the amount of grant monies received by the State, administration expenses of such State.

(2) USE NOT PERMITTED.—A State may not use grant monies received under this Act for condemnation of any kind of interest in property.

(3) RETURN OF MONIES NOT EXPENDED.—Grant monies paid to a State that are not expended within 2 years after receipt for the purposes stated in this subsection shall be returned to the Fund and shall thereafter be reallocated under the formula stated in subsection (c).

(4) GUIDELINES FOR USE.—To the extent possible, the Secretary shall ensure that grant monies received under this Act are employed for the use and benefit of safer, more enjoyable, and more environmentally sound motorized and non-motorized recreational trail use.

(e) COORDINATION OF ACTIVITIES.—

(1) COOPERATION BY FEDERAL AGENCIES.—Each agency of the United States Government that manages land on which a State proposes to construct or maintain a recreational trail pursuant to this Act shall cooperate with the State and the Secretary in

planning and carrying out the activities described in subsection (d) on such land.

(2) COOPERATION BY PRIVATE PERSONS.—As a condition to making available grant monies for work on recreational trails that would affect privately owned land, the State shall obtain written assurances that the owner of the property will cooperate with the State and participate as necessary in the activities to be conducted.

(f) FOR PURPOSES OF THIS SECTION—

(1) ELIGIBLE STATE.—The term "eligible state" means a State that meets the requirements stated in subsection (b).

(2) FUND.—The term "Fund" means the National Recreational Trails Fund established by section 9511 of the Internal Revenue Code of 1986.

(3) OFF-HIGHWAY RECREATIONAL TRAIL MOTORS.—The term "off-highway recreational trail motors" has the same meaning given such term by section 9503(c)(5)(B)(ii) of the Internal Revenue Code of 1986.

(4) SECRETARY.—The term "Secretary" means the Secretary of the Interior.

SEC. 5. NATIONAL RECREATIONAL TRAILS ADVISORY COMMITTEE.

(a) ESTABLISHMENT.—There is established the National Recreational Trails Advisory Committee.

(b) MEMBERS.—There shall be 8 members of the advisory committee, appointed by the Secretary from nominations submitted by recreational trail user organizations, one each representing the following recreational trail uses:

(1) Hiking.

(2) Cross country skiing.

(3) Trail biking.

(4) Snowmobiling.

(5) Horseback riding.

(6) All terrain vehicle riding.

(7) Mountain bicycling.

(8) Four-wheel driving.

(c) TERMS.—Members of the advisory committee shall be appointed for terms of 2 years.

(d) DUTIES.—The advisory committee shall meet at least twice annually to—

(1) review utilization of grant monies by states;

(2) establish and review criteria for trailside facilities that qualify for funding under this Act; and

(3) make recommendations to the Secretary for changes in Federal policy to advance the purposes of this Act.

(e) ANNUAL REPORT.—The advisory committee shall present to the Secretary an annual report on its activities.

(f) REIMBURSEMENT FOR EXPENSES.—Members of the advisory committee shall serve without pay, but, to the extent funds are available pursuant to section 4(c)(1)(C), shall be entitled to reimbursement for travel, subsistence, and other necessary expenses incurred in the performance of their duties.

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